



Master Plan for Redevelopment

Process Definition Plan

Jefferson City Correctional Center

J C C C

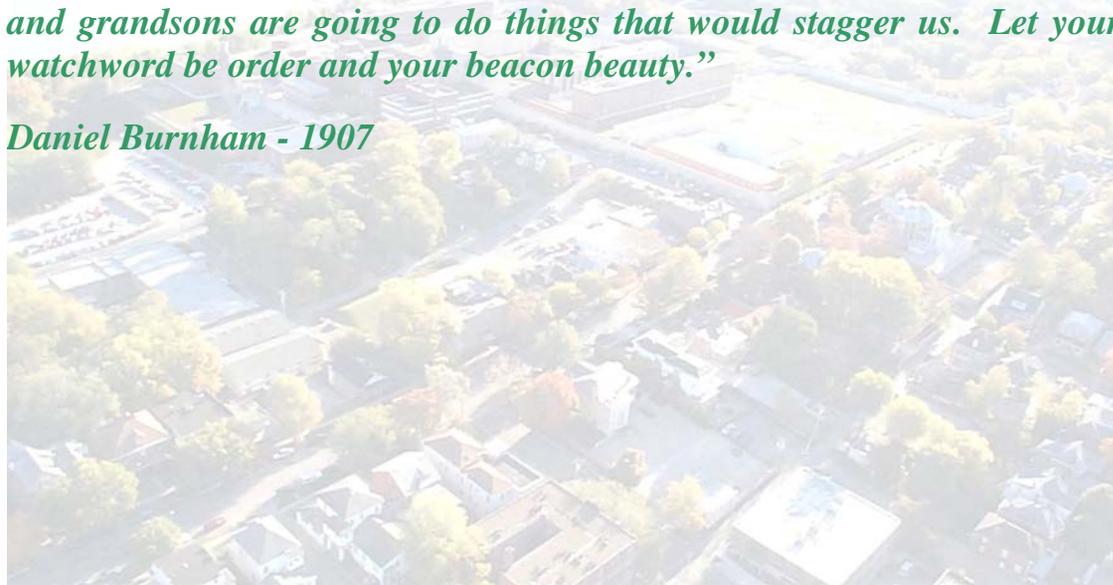


Mel Carnahan, Governor



“Make no little plans; they have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever growing insistency. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be order and your beacon beauty.”

Daniel Burnham - 1907



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Process Definition Plan

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March 2001

Acknowledgements

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Table of Contents

	<i>Chapter</i>	<i>Number of Pages</i>
Introduction	I	1
Executive Summary	ES	4
Background & History	BH	8
Redevelopment Entity	RE	7
Consensus Plan	CP	25
The Planning Process	PP	10

Appendices (Under Separate Cover)

Appendix A - Task Force Documents

Sections

- 1) JCCC Redevelopment, dated July 30, 1999
- 2) JCCC Redevelopment, dated October 22, 1999
- 3) Process for developing a Master Plan for Redevelopment of the Existing Jefferson City Correctional Center, October & November 1999
- 4) Evaluation of Values, Concepts and Priorities, dated December 22, 1999
- 5) Evaluation of Values, Concepts and Priorities Survey Instrument, dated January 5, 2000
- 6) Summary Review, Evaluation of Concepts, Values and Priorities, dated February 23, 2000

Appendix B - Design Charrette

Sections

- 1) Program Book JCCC Charrette, April 2000
- 2) Charrette Design Team submittals
- 3) DNR Charrette submittal

Table of Contents

Appendices (Under Separate Cover) continued

Appendix C – Workshops & Public Input

Sections

- 1) Agenda & Task Force Workshop #1 and #2 Handout, August 24, 2000
- 2) Agenda & Task Force Workshop #3 Handout, September 21, 2000
- 3) Agenda & Meeting Notes, Public Forum #1, September 28, 2000
- 4) Agenda & Task Force Workshop #3A Handout, October 4, 2000
- 5) Agenda & Task Force Workshop #3B Handout, October 18, 2000
- 6) Agenda & Handout, Planning Advisory Team Meeting, October 25, 2000
- 7) Agenda & Task Force Workshop #4 Handout (Preliminary Draft, Process Definition Plan), November 1, 2000
- 8) Agenda & Presentation, Public Forum # 2, November 1, 2000
- 9) Agenda & Oversight Committee/Task Force Joint Meeting Handout, (Draft, Process Definition Plan), September 14 & November 16, 2000

Appendix D – Miscellaneous Items

Sections

- 1) Recommendations For A Redevelopment Entity, November 22, 2000
- 2) Draft, Missouri State Penitentiary Redevelopment Corporation Act, November 2, 2000
- 3) Sheet 1 – Existing Conditions, November 22, 2000; Revised March 2001
- 4) Sheet 2 – Consensus Plan, November 22, 2000; Revised March 2001
- 5) Project Team Directory

Introduction

In July of 1999, the State of Missouri, through the Division of Design & Construction, developed a task list to address the upcoming decommissioning of the Jefferson City Correctional Center (JCCC). At the top of the list was the notation “Organize Task Force”. Shortly thereafter, a Task Force of local civic and business leaders was formed and the planning process for the redevelopment of JCCC gained momentum. By the end of 1999, the newly formed Task Force had started the preparation of an evaluation of its concepts, values and priorities. After successfully conducting a state-wide design charrette for the JCCC in April 2000, the State of Missouri, Division of Design & Construction and Task Force concluded the qualifications based selection of Parsons Harland Bartholomew & Associates (Parsons HBA) as the principal planning consultant for the preparation of a plan to define the redevelopment process for the JCCC.

The initial planning effort, titled the **Process Definition Plan** is composed of the following three components:

1. The description of an independent entity to guide and administer the redevelopment effort,
2. The development of a consensus plan that combines the values of the Task Force with the positive design attributes contained in the design charrette solutions, and
3. The preparation of a methodology to continue the planning process after the initial plan is completed.

The plan was started in late August 2000 and completed in 100 days with general consensus from the Oversight Committee, Task Force and citizens that participated in the public input sessions. The **Process Definition Plan** was presented to a joint meeting of the Oversight Committee and Task Force at a public forum on November 16, 2000. The following is from a newspaper article that was published following the presentation:



*The next step for the process is a stop at the Missouri Legislature, where the task force will likely ask lawmakers to grant permission for a 10-person "redevelopment entity," comprised of three officials each from city, county, and state government. A chairman for the board will likely be appointed by the governor. The "entity" will work with a series of fund-raising, real estate, planning and citizen's advisory committees to push the huge project forward. According to Randy Allen, director of the Division of Design and Construction for the Office of Administration, the entity would "acquire the property at some point, and use a whole bunch of ways to make this work financially." **Jefferson City News Tribune, November 16, 2000***

The full news article can be found at http://www.newstribune.com/stories/111600/loc_1116000049.asp

Executive Summary

Introduction

In July of 1999, the State of Missouri, through the Division of Design & Construction, developed a task list to address the upcoming decommissioning of the Jefferson City Correctional Center (JCCC). By the end of 1999, a newly formed Task Force had started the preparation of an evaluation of its concepts, values and priorities. After successfully conducting a statewide design charrette for the JCCC in April 2000, the State of Missouri began the initial planning effort, titled the **Process Definition Plan**.

The plan was started in late August 2000 and completed in 100 days with general consensus from the Oversight Committee, Task Force and citizens that participated in the public input sessions. The plan was presented to a joint meeting of the Oversight Committee and Task Force at a public forum on November 16, 2000.

Background & History

The Jefferson City Correctional Center (JCCC) is located in the central east end of Jefferson City, within the city limits. The site is bounded on the north by the Missouri River and the Union Pacific Railroad; on the east by a privately owned parcel of land and Riverside Park; on the south by Riverside Drive, Capitol Avenue, Lafayette St. and East State St; and on the west by a parcel of land owned by the Jefferson City Housing Authority.

The Missouri State Penitentiary (later named Jefferson City Correctional Center) was the first prison built west of the Mississippi River. It was authorized in 1832 and approved by the General Assembly in 1833. By the time the first prisoner arrived in 1836, it covered a four-acre tract on the eastern edge of Jefferson City. Today, the entire site of the Jefferson City Correctional Center covers approximately 142 acres (47 acres within the perimeter walls) of river bluff land, seven blocks east of the State Capitol. Some of the area outside the walls is undeveloped wooded ridges and valleys along the Missouri River. The character of the adjoining neighborhoods range from the well-maintained historic renovation of the “Marmaduke House,” the former warden’s house at Capitol and Lafayette, to a number of aging, poorly maintained houses found within the area. The area is included in a district classified as “distressed.”

Currently a new Missouri State Corrections Facility is under construction. When the new facility is complete, the current operations of the Jefferson City Correctional Center will be moved to the new facility. The decommissioning and subsequent redevelopment of the Jefferson City Correctional Center site provides both a unique challenge and a rare opportunity. It is not often that such a large site so close to the center of a state capital becomes available. The range of redevelopment options offered for the site is wide and quite varied. The site also includes a widely diverse array of existing land uses and facilities.

Executive Summary

The Task Force

In preparation for eventual disposition of the Jefferson City Correctional Center property, a 24-member task force was formed consisting of representatives of the State of Missouri, Cole County and the City of Jefferson as well as local civic organizations. The Task Force organized the redevelopment options and priorities as follows:

- A. Historic Value of the Property
- B. Historic Value of the Buildings
- C. Planning Values
- D. Potential Uses

Parts A and B are closely linked and attempt to assess the historical value of the existing facility. Part A refers to the *property*, as a whole or in sections, and Part B refers to specific buildings. In assessing the extent to which the property should be preserved, Task Force members also considered specific buildings or groups of building. Part C, “Planning Values,” explored the relative importance of a list of planning values as related to the development of the property. The planning values deemed to be most important by the Task Force were rank ordered with cost effectiveness, historic preservation and community acceptance among the top three. Finally, in Part D, the Task Force considered a long list of potential uses proposed for the property. Thirty-nine potential uses had been identified, and six more were written in during the evaluation process. Of these, parks and other public uses ranked generally highest, and private development for residential or industrial purposes ranked lowest.

Plan Description

The **Process Definition Plan** contained in this report is composed of three primary chapters:

- Redevelopment Entity
- Consensus Plan
- The Planning Process

Redevelopment Entity

The Parsons HBA Project Team has conducted research and a case study analysis of nine examples of redevelopment organization in a variety of communities across the U.S. to assess and recommend a management organization that can oversee redevelopment of the JCCC site. Based upon the research and assessment, this plan recommends that a corporate entity be created to develop a Framework Plan for the JCCC site and its access facilities. Its mission should be to oversee development and implementation of the Framework Plan in a manner that is fiscally responsible to the residents of the State of Missouri. It is recommended that the corporation be identified as the *Missouri*

Executive Summary

State Penitentiary Redevelopment Corporation, as the JCCC will continue its operations at another location in 2003. The Missouri State Penitentiary Redevelopment Corporation (MSP Redevelopment Corporation) shall have a governing board composed of ten members appointed by the State of Missouri, Cole County, and the City of Jefferson and members shall possess the skills, talents, and resources necessary to collectively fulfill the mission of the MSP Redevelopment Corporation.

The composition of the board is derived to support the corporation's efforts in securing civic, public and private support for the mission of the corporation and to facilitate the governmental approval process that will be required to implement any project(s) proposed for the JCCC property and access corridors. The governing board should adopt by-laws that address the practical, internal rules of the organization and provide guidance, structure, and formality to the organization. It is also recommended that a Citizen's Advisory Committee (CAC) be initiated to advise the board on issues that involve the public at large and to assist the board and public agencies in developing long-term financial and public support for the project. The CAC can be loosely organized and, while the CAC would serve primarily in an advisory capacity, a representative from the CAC should be selected to serve on the governing board of the MSP Redevelopment Corporation.

Consensus Plan

During the 100-day period in which the Consensus Plan was prepared, there were a total of 11 events in which design concepts were presented, reviewed, comments received and revisions made to the plan. Each Task Force workshop event provided guidance in the preparation of the Consensus Plan. Two public input meetings were conducted to solicit comment from the general public. A Planning Advisory Team workshop was conducted for the purpose of an independent review of the Consensus Plan process and product.



Figure 1: The Consensus Plan

Executive Summary

The Project Team prepared the Consensus Plan based on site visits, cursory facility review, data collection and familiarity with the Jefferson City region. This plan is intended to be the launch point of further study, analysis and public participation in the months ahead. Additionally, the Consensus Plan is intended to be as inclusive as possible, so as not to eliminate future development opportunities for the community.

The Consensus Plan incorporates the discussion and direction of the Task Force based on their previous study efforts, the Design Charrette process and the Parsons HBA team's interpretation of project planning issues. Through the synthesis of this information, seven general "land use" categories were developed for illustration on the Consensus Plan. Each area is defined by color, indicating where certain activities should be allowed to develop.

The Planning Process

One purpose of this plan is to define the future planning activities subsequent to completion of this plan. To that end, the next planning process has been identified as the "Framework Plan". The Framework Plan components define the process and approach that will be required to complete the various planning tasks. It is envisioned that the Framework Plan will be completed in distinct but linked components:

- The Feasibility Component will identify market-based development opportunities, evaluate economics of redevelopment and assess public benefits through multiplier and fiscal impacts.
- The Community Component will put the Framework Plan in neighborhood and community context, facilitate public involvement and communications and integrate land use, urban design, infrastructure and traffic planning principles into the plan.
- The Facility Component will define the site and building conditions that currently exist on the site, prepare a redevelopment program based on adaptive reuse, selected demolition and new construction opportunities and create a project that integrates quality land use, urban design, infrastructure and traffic planning principles into the plan.
- Other Activities included in the Framework Plan include review and evaluation of existing facilities and documents, a phase one environmental site assessment, preliminary archeology studies and coordination with state and federal agencies.

Summary

The concepts and vision contained within this plan represent a broad spectrum of individual as well as organizational contributions of time and talent. Based on the results of the presentation to a joint meeting of the Oversight Committee, the Task Force and general public on November 16, 2000, the content of that presentation and the content of this **Process Definition Plan** has achieved general consensus.

Background & History

Introduction

The Jefferson City Correctional Center (JCCC) is located in the central east end of Jefferson City, within the city limits. The site is bounded on the north by the Missouri River and the Union Pacific Railroad; on the east by a privately owned parcel of land and Riverside Park; on the south by Riverside Drive, Capitol Avenue, Lafayette St. and East State St; and on the west by a parcel of land owned by the Jefferson City Housing Authority.

The Missouri State Penitentiary (later named Jefferson City Correctional Center) was the first prison built west of the Mississippi River. It was authorized in 1832 and approved by the General Assembly in 1833. By the time the first prisoner arrived in 1836, it covered a four-acre tract on the eastern edge of Jefferson City. As the years passed, capacity was periodically increased. By 1900, the property had grown to almost a third of its present size. By the late 1930's, a century after the penitentiary had opened, the walled area of the prison had grown to its current 47-acre size and the housing units were woefully overcrowded. At that time, a building program was undertaken, with the assistance of the WPA, providing many new buildings and replacing other, badly dilapidated buildings. Buildings remaining from that time include Housing Unit 7, the Furniture Factory, the License Plate Factory and the Chemical Products Building (1936), the Old Powerhouse, Housing Unit 6, the Hospital Building, and the Garage (1937), and the Administration, Food Service and Canteen Buildings and Housing Units 2A and B and 5A and B (1938).

Also built at this time was the Gas Chamber (1937), which was Missouri's instrument of capital punishment from 1938 until 1989. Thirty-nine people were executed between 1938 and 1965, when a hiatus in executions began. The fortieth and last person to be executed in that building, in January 1989, was the first in the state to be executed by lethal injection. After that, "death row" moved to the correctional center at Potosi.

In 1965, the new Governor appointed a new Director of the Department of Corrections who would begin a comprehensive process of reform for the prison. Not only were new rules made and



Figure 2: Location Map

Background & History

new programs begun, new buildings were built. A new recreation building (1966) joined the new gymnasium that had been completed in 1965. A grandstand was built in 1966 at the athletic fields in the lower recreation yard. A Warehouse (1972) was added to the industrial area.

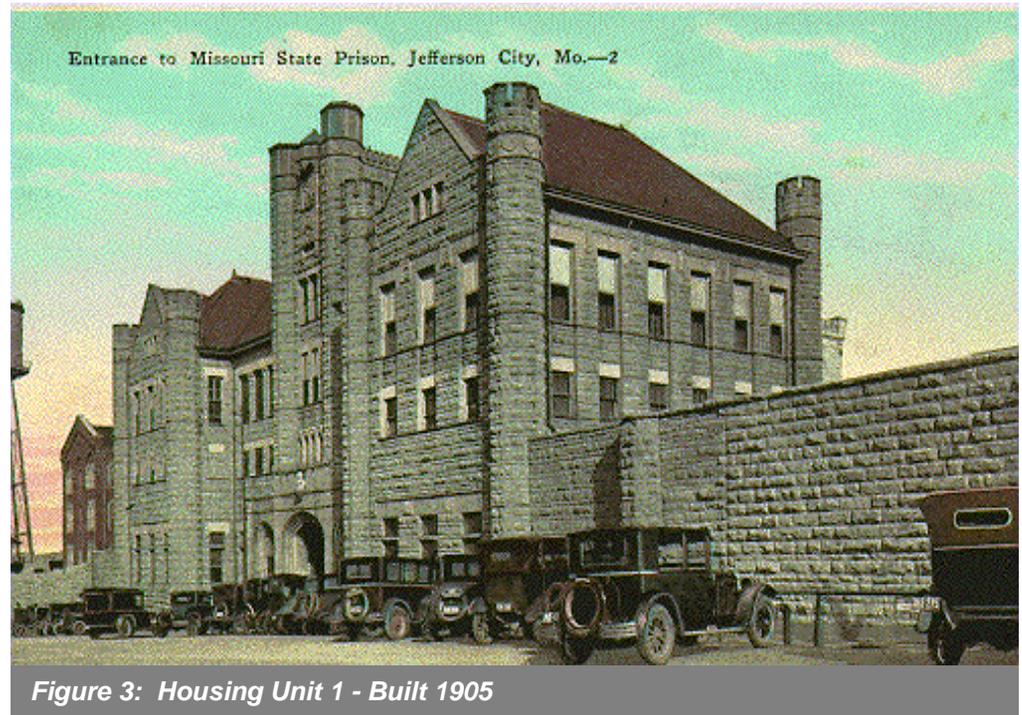
More recent construction inside the walls has included the All-Faith Chapel (1980) and the Education Building (also 1980) built on the foundation of a building burned in the 1954 riot. The most recent building in the compound is the 1982 Housing Unit 5C, also known as “Super-Max.” This is a maximum-security unit for the most unruly prisoners.

The entire site of the Jefferson City Correctional Center covers 142 acres (47 acres within the perimeter walls) of river bluff land, seven blocks east of the State Capitol Building. Some of the area outside the walls is undeveloped wooded ridges and valleys along the Missouri River.

Neighborhood Context

The character of the adjoining neighborhoods range from the well-maintained historic renovation of the “Marmaduke House,” the former warden’s house at Capitol and Lafayette, to a number of aging, poorly maintained houses found within the area. The area is included in a district classified as “distressed.”

The actual land uses include high-rise apartment buildings to the west of the JCCC, numerous commercial office conversions of residences along State St., Lafayette St., and Capitol Avenue and the single and multi-family residences along Capitol Avenue and Riverside Drive. A wholesale grocery supplier, located on State St., is the only non-office commercial usage, and the shoe factory



Background & History

building on the north side of Capitol Avenue is the only light industrial usage in this area.

The current zoning in the adjacent neighborhoods includes single- and multi-family residential (RS-4 & RA-2), neighborhood commercial (C-1), Central Commercial (C-3), Light Industrial (M-1), and Planned Development (PUD). The JCCC Site is shown as single family residential (RS-1) on the current Jefferson City Zoning maps, but will most likely be zoned as a planned commercial development should it be transferred to private ownership.

The area to the east and southeast of the site has been developed as Riverside Park by the City of Jefferson and includes ball fields, picnic areas and a swimming pool.

The site currently has access points at the Main Entrance of JCCC on the corner of State and Lafayette Streets; at Chestnut Street for the Industries Area and at the intersection of Capitol Avenue and Riverside Drive for the Surplus Property and Training Academy area (Minor's Hill). The city streets of Capitol Avenue, High Street, and McCarty Street provide the east west access with Lafayette Street being utilized as the main north south access route.

There is no direct access to the Hwy 50-63 Expressway, four blocks to the south of the site. The nearest access to the Expressway is at the Monroe Street intersection. A preliminary conceptual design for a direct access to the site proposes an extension of Clark Avenue with access to Highway 50-63 provided by an enhanced interchange at the Clark Avenue location. Other proposals under consideration include new interchanges on Hwy 50-63 at Lafayette Street or Chestnut Street. Highway planners favor the Clark Avenue extension, while city residents appear to favor Lafayette or Chestnut St.

Currently a new Missouri State Corrections Facility is under construction. When the new facility is complete, the current operations of the Jefferson City Correctional Center will be moved to the new facility. The decommissioning and subsequent redevelopment of the Jefferson City Correctional Center site provides both a unique challenge and a rare



Background & History

opportunity. It is not often that such a large site so close to the center of a state capital becomes available. The range of redevelopment options offered for the site is wide and quite varied. The site also includes a widely diverse array of existing land uses and facilities.

The Task Force

In preparation for eventual disposition of the Jefferson City Correctional Center property, a 24-member task force was formed consisting of representatives of the State of Missouri, Cole County and the City of Jefferson, as well as civic organizations.

Beginning in September 1999, this Task Force has worked to assimilate, evaluate and document numerous concepts and proposals for site redevelopment. Through meetings, town-hall discussions, a design charrette, public forums and surveys, the Task Force has tried to identify and prioritize available redevelopment options for the site.

The Task Force organized the redevelopment options and priorities as follows:

- A. Historic Value of the Property
- B. Historic Value of the Buildings
- C. Planning Values
- D. Potential Uses

Parts A and B are closely linked and attempt to assess the historical value of the existing facility. Part A refers to the *property*, as a whole or in sections, and Part B refers to specific buildings. In assessing the extent to which the property should be preserved, Task Force members also considered specific buildings or groups of buildings. While there is extensive historic value in the site, redevelopment



Figure 5: Aerial View Looking West

Background & History

concepts should also offer present day and future productive value. The site requires extensive renewal. Thus, the highest rank preference for preservation of property (Part A) was “selected buildings in the upper and lower yard areas.” Part B provides a ranking of which buildings were considered highest priority to save (the entire list is in the appendix):

1. Housing Unit 4 (A – Hall)
2. Housing Unit 1 (Old Admin. Building)
3. Housing Unit 3A & B
4. Upper Yard Wall and Towers
5. Gas Chamber

Part C, “Planning Values,” explored the relative importance of a list of values as related to the development of the property. The planning values deemed to be most important by the Task Force, in order of rank, were:

- Cost effectiveness – reuse plans should be developed toward self-sufficiency without long-term support required by government or community funding.
- Historic preservation – the property has a rich heritage with national recognition. Some portion should be retained with emphasis on a sense of history.
- Community acceptance/local usability/compatibility – any concept should recognize the diversity of the local community, should harmonize with it and be an amenity which welcomes and serves the community.
- Vistas – facilities should be oriented to enhance and not impede the great views offered by the site.
- Tourism – redevelopment concepts should be directed toward attracting and serving statewide and national tourism.
- Recreation – at least some of the site should include opportunities for recreation, both structured and not, both indoors and out.
- Economic impact – proposed uses should ultimately create a positive economic position within the community and the state.



Figure 6: Gas Chamber – Built 1937

Background & History

- Long-term flexibility – concepts should provide flexibility for future growth and adjustment with changing environments and needs.
- Open space – for recreation or otherwise, open space was deemed to be an important value in the redevelopment plan.

Finally, in Part D, the Task Force considered a long list of potential uses proposed for the property. Thirty-nine potential uses had been identified, and six more were written in during the evaluation process. Of these, parks and other public uses ranked generally highest, and private development for residential or industrial purposes ranked lowest. The entire list is available in the appendix, but the top three uses were:

1. Riverfront Park
2. Missouri State Penitentiary Museum
3. Historic Site

An additional issue appears in fourth place: access to Adrian’s Island. This island in the Missouri River was donated to the City of Jefferson a number of years ago for public use, but there has been no good way to access it. Once JCCC moves, more options for access to the island will become available.

The JCCC site is large enough that many of the potential uses identified can be combined into a solution for redevelopment.

Economic Considerations

Any redevelopment plans for the existing JCCC site must give some thought to implied economic needs and resources available. Funding for proposed projects might come from a variety of sources, depending in part on ownership of the site. Money from the State of Missouri would require legislative funding; from Cole County or the City of Jefferson, a funding referendum may be required. Eventual private ownership may provide other options for funding, such as grants and tax credits. Conversion to private ownership may, however, eliminate some public funding options. Any proposed use must also consider ongoing maintenance budgets and the source for these funds. Numerous programs are available to provide funding assistance or financial incentives to development or redevelopment for business purposes. Brownfield Remediation tax credits and Brownfield Jobs/Investment tax credits are two programs administered by the Department of Economic Development. Tax Increment Financing (TIF) programs are also available at the state and local level for development/redevelopment projects.

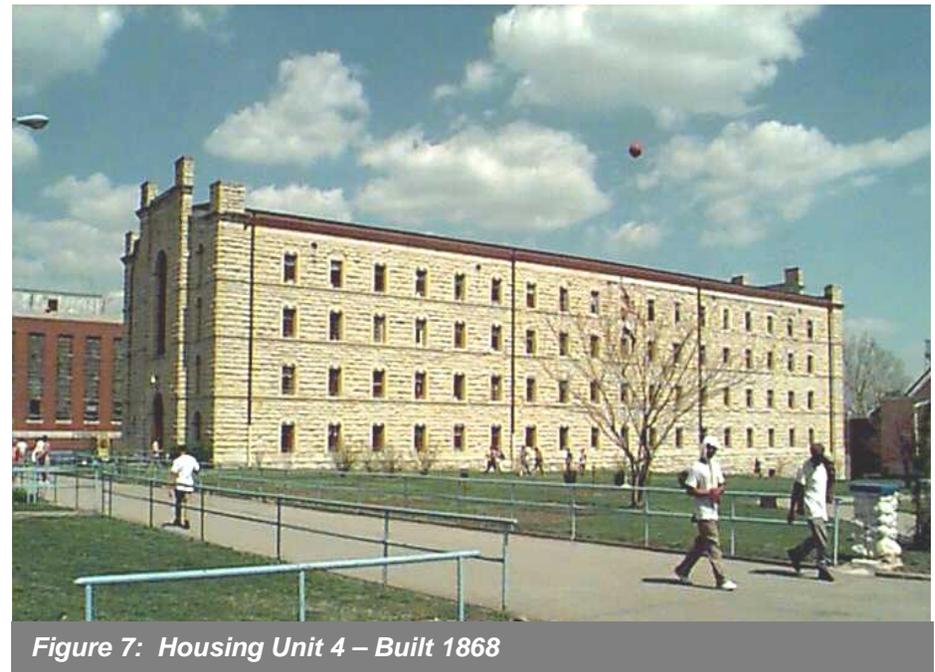
Background & History

State and federal historic preservation tax credits may be available to select parts of the JCCC site. Such tax credits require approval by the Historic Preservation Office of the Department of Natural Resources (DNR) and adherence to strict design and rehabilitation guidelines. While no JCCC buildings are currently on the National Register of Historic Places, several structures qualify as “historic structures” for national register consideration per DNR historic preservation guidelines. Furthermore, the Jefferson City Historic District could be expanded, further reinforcing the potential to gain national historical status. The Jefferson City Historic Preservation Commission has designated Housing Unit # 4 landmark status.

Several different types of business development are eligible for funding in the form of tax credits. These generally require the site to be in a “distressed area,” a designation that would apply to the existing JCCC site. Rebuilding communities tax credits target specific types of businesses, such as software design and programming, manufacturing, telecommunications, or professional firms. Individual training accounts provide credits for training either existing or new employees. The winery/grape growers tax credit is specifically targeted to businesses growing grapes or producing wine. A film production tax credit would encourage opportunities in movies, commercials, music videos and television productions.

Assistance is available to new and expanding businesses needing upgraded infrastructure to carry out their plans. These include Community Development Block Grants for public entities, Missouri Development Finance Board contribution tax credits, and Transportation Development tax credits.

Residential development has a largely different array of financing possibilities. Historic preservation tax credits from the state might be available under the same restrictions for business development. Neighborhood preservation tax credits are available for owner-occupied residential construction. Community Bank tax credits target low-income areas similar to the “distressed” areas mentioned previously. These allow for equity or business loans and redevelopment of either residential or commercial areas.



Background & History

Community Development tax credit programs, such as the Neighborhood Assistance Program, specifically target projects that deal with community services, physical revitalization, economic development, crime prevention, education, and job training.

Environmental Considerations

Environmental issues, both existing and future, should be addressed. This could include recycling of demolished building components, energy conservation, resource preservation, healthy/well buildings, water and energy conserving design and landscaping, sustainable building design.

The State of Missouri intends to address all known existing “hazardous material” issues before the site is redeveloped. All demolition, renovation and new construction envisioned should also be planned in a manner that respects the environment and is sustainable in the future. Portions of the site are undeveloped, so many opportunities are available.

To determine the highest and best possible use of the overall site all development opportunities must be explored. Development entities must synthesize a myriad of issues into a coherent plan. The final master plan may include several different uses, but the whole site must be integrated into Jefferson City in the best possible way. Development options need to consider such things as traffic and transportation, local neighborhood context, the mix of public/private uses, land planning, historic preservation issues, utility infrastructures, etc. Financial feasibility and environmental impact of the proposed redevelopment must also be considered.



Figure 8: Administration Building – Built 1938

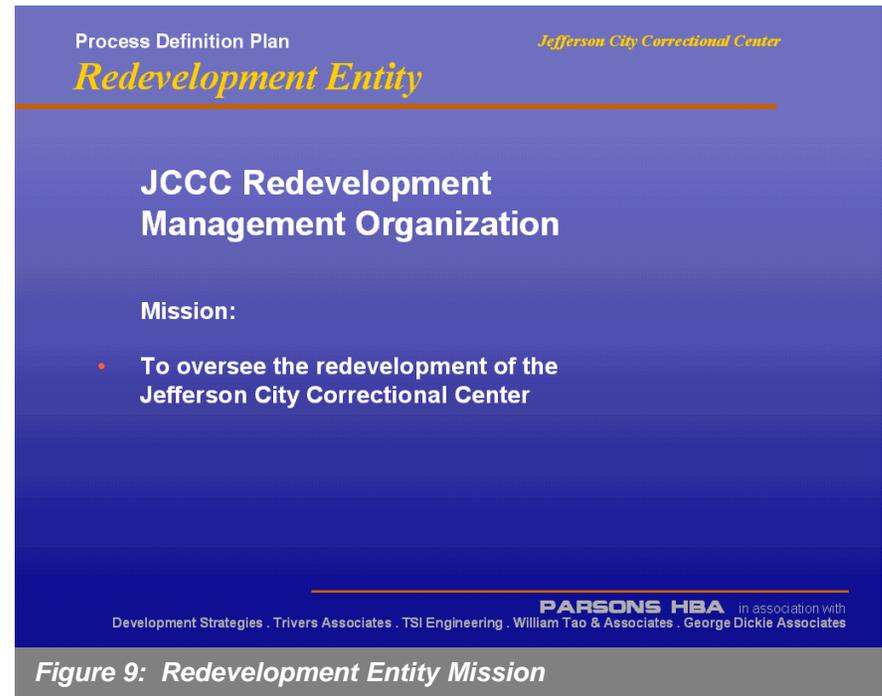
Redevelopment Entity

PROPOSED MANAGEMENT STRUCTURE FOR REDEVELOPMENT OF THE JEFFERSON CITY CORRECTIONAL CENTER (JCCC)

Introduction

The Jefferson City Correctional Center (JCCC) is a State of Missouri owned maximum-security facility that began operating in 1836. Through the decades, the facility has grown as structures have been constructed, additional land has been acquired, and business enterprises and resident services have been added. Today, the site now encompasses over 50 structures on 142 acres of land located above the river bluff in central Jefferson City. Thus, the announcement to close the site for use as a correctional facility was met with great concern by state, county and local officials. Beginning in 1999, the State of Missouri began to consider what to do with the JCCC facility upon its closure. A Task Force was convened to provide early planning and guidance towards determining an approach and process for redevelopment of the site into uses that would benefit the public and be fiscally responsible to the State of Missouri, the City of Jefferson, and Cole County. It is anticipated that legislation will be introduced in the 2001 legislative session to establish a management structure and guidelines for the redevelopment process for reuse of the JCCC. This section represents a working draft of major issues and objectives to be addressed in the proposed legislation.

As part of the Parsons HBA project team, Development Strategies, Inc., (DSI) of St. Louis, researched other cases where similar redevelopment issues and challenges occurred, and recommended a management organization and structure for redevelopment of the JCCC site. As part of the research, DSI examined nine other



Redevelopment Entity

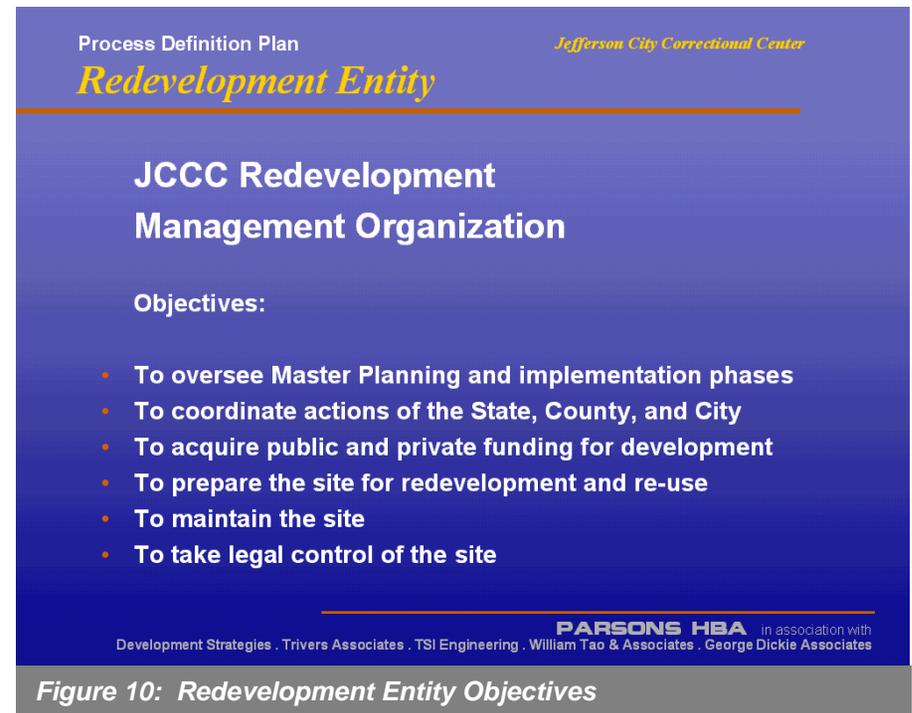
redevelopment organizations located throughout the country that were charged with the planning and redevelopment of highly specialized facilities, such as a correctional facility, airport, and military bases. Development Strategies was charged with making recommendations to the JCCC Task Force regarding how public and community officials could organize their efforts in creating an effective program for redevelopment. From this research process, it is recommended that a corporation with a governing board be created to develop a Framework Plan for the JCCC site and its access facilities, and that this organization oversee development and implementation of the Framework Plan. The following outlines recommendations with regard to the board's mission, objectives, governance structure, and powers.

Mission and Objectives

It is recommended that upon adoption of State legislation creating a corporation to oversee redevelopment of the JCCC site, that the site be referred to as the Missouri State Penitentiary (MSP), and the corporation be referred to as the Missouri State Penitentiary Redevelopment Corporation (MSPRC). This will clarify the distinctions between the current JCCC site and the new site, when the JCCC moves its operations to its new location in 2003.

Mission

The mission of the Missouri State Penitentiary Redevelopment Corporation ("the Corporation") is to prepare a plan and carry out a development program for reuse of the JCCC. The Corporation is to oversee the reuse of the Jefferson City Correctional Center property and grounds in a manner that is fiscally responsible to the residents of the State of Missouri.



Redevelopment Entity

Objectives

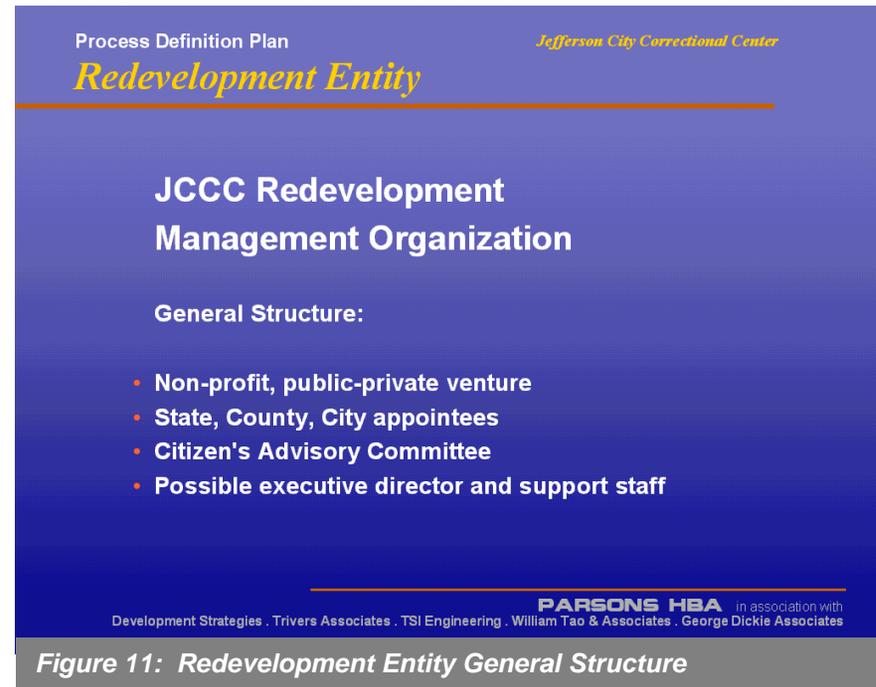
Several objectives are to be undertaken by the Redevelopment Corporation, including:

- To prepare a Framework Plan for redevelopment of the site.
- To conduct all appropriate studies for planning and pre-development.
- To identify and capitalize on relevant sources of funding for planning and development, including public and private resources.
- To prepare the property for redevelopment.
- To oversee the development process either directly or through a master developer.
- To maintain a high degree of state, county, and local government oversight and participation.
- To coordinate actions and interests of the State of Missouri, Cole County, and the City of Jefferson related to disposition of the property.
- To adequately maintain and repair all facilities and land until they become the legal responsibility of other parties.
- To take legal control of property at appropriate time(s).

Proposed Governance and Powers

Governance

A board of directors will govern the corporation. The board will be composed of ten members appointed by the State of Missouri, Cole County, and the City of Jefferson. The composition of the board is derived to support the corporation's efforts in securing civic, public and private support for the mission of the corporation and to facilitate the governmental approval process that will be required to implement any project(s) proposed for the JCCC property and access corridors. Members of the board of directors shall possess the skills, talents, and resources necessary to collectively fulfill the mission of the corporation.



Redevelopment Entity

Powers

The board's powers will include:

- To develop a comprehensive plan, Framework Plan, or redevelopment plan for the JCCC and to hold public hearings on the plans;
- To create, develop, and implement plans for JCCC and the redevelopment of the JCCC and its access corridors, including traffic corridors, urban design corridors that address aesthetic issues and pedestrian connections, and infrastructure corridors, that include, but are not limited to street, sidewalks and utilities;
- The development and implementation plans may provide for various uses, including but not limited to recreation, cultural, open space, historical, public space, and commercial uses;
- To prepare, submit, and administer plans, and to participate in projects or intergovernmental agreements, or both, and to create reserves for planning, constructing, reconstructing, acquiring, owning, managing, insuring, leasing, equipping, extending, improving, operating, maintaining, and repairing land and projects that it owns or leases;
- To provide for the insurance, including self insurance, of any property or operations of the board or its members, directors, officers and employees, against any risk or hazard, and to indemnify its members, agents, independent contractors, directors, officers, and employees against any risk or hazard;
- To appoint an executive director to retain, and employ offices, agents, independent contractors, and employees to carry out its powers and functions;
- To make and execute any contract with any agency of the state or federal government, any unit of local government, or any person or corporation;
- To form an assessment taxing district encompassing the JCCC site, for the purpose of generating capital for carrying out the board's powers and functions, including but not limited to capital for public infrastructure;
- To sue, initiate or appear in any proceeding;
- To adopt and amend bylaws necessary or useful for carrying out any of its duties;
- To acquire real or personal property, or any interest in real or personal property, including rights or easements by gift, purchase, transfer, foreclosure or lease; to improve, hold, sell with or without public bidding, assign, lease, rent, encumber, mortgage, loan or otherwise dispose of any real or personal property, or any interest in real or personal property, or mortgage interests owned or in its control, that may be less than market value, custody or possession and release or relinquish any right, title claim, lien, interest, easement, however acquired;

Redevelopment Entity

- To lease or rent any land, building, structure, facility or equipment comprising all or a portion of a projects, projects or part of a project for such amounts as the corporation determines;
- To make and execute all contracts and other instruments necessary or convenient to the exercise of its powers.

Citizen's Advisory Committee

It is also recommended that a Citizen's Advisory Committee (CAC) be initiated to advise the board on issues that involve the public at large and to assist the board and public agencies in developing long term support for the project. Citizen's Advisory Committees can be beneficial in lobbying for resources, such as federal grants and loans, and in providing a channel through which the board can communicate to the public on issues relating to the planning and development of the site. The CAC can be loosely organized and structured, and interest and participation from the committee will likely wax and wane in tandem with the types of activities being addressed by the board. While the CAC would serve primarily in an advisory capacity, a representative from the CAC should be selected to serve on the board of the redevelopment corporation.

Funding

- Resources will be required in the pre-development stages of the project to cover costs such as engineering, architectural analysis, environmental and feasibility analyses to determine and refine development opportunities and project costs.
- Resources will also be required to cover ongoing administrative and operations costs for the corporation and for maintenance of the facility property prior to redevelopment.
- An individual and supporting staff should be recruited to manage and execute the functions of the board. An important task for the executive staff will be to seek capital and administrative funds to assist in paying for pre-development costs and long-term operating costs of administering to the board in carrying out its objectives.

Redevelopment Entity

By-laws of Organization

Upon incorporation and the official establishment of the redevelopment organization, the board should adopt by-laws that address the practical, internal rules of the organization. The by-laws represent a code of internal rules that can be enforced and provide guidance, structure, and formality to the organization. The by-laws may include, but not be limited to the following issues:

Duties of board members

- Board meeting attendance
- Functions
- Meeting requirements

Executive Committee

- Composition
- Functions, duties
- Meeting requirements (quorum, frequency)

Terms of Office

- Voting members
- Non-voting members, if any

Sub-Committees

- Purpose
- Duties
- Minimum requirements for membership
- Chairperson, if any

Quorum and Voting Requirements

- Full Board
- Executive Board
- Committees

Redevelopment Entity

Meetings

- Frequency
- Annual meeting, if any
- Place
- Public disclosure guidelines or requirements

Amendments to By-laws

- Requirements for amending By-laws
- Process for amending By-laws

Additional Personnel

- Executive director and staff, for example
- Lines of accountability
- Responsibilities of personnel
- Personnel policies

Conflict of Interest

- Definition of conflicts of interest
- Process for determining conflicts of interest
- Process for resolving conflicts of interest

Reporting Requirements (of the Board, to the State, County, City, if any)

- Establish reporting requirements, if required or needed
- Definition of reporting requirements
- Time to deliver required reports, and product, and process



Figure 12: Redevelopment Entity Organizational Chart

The Consensus Plan

Introduction

The Consensus Plan presented below represents hundreds of man-hours of work contributed from citizens, professionals, staff and elected officials over the last eighteen (18) months. While prepared by the Parsons HBA Team, the Consensus Plan is the product of a series of events and activities sponsored and implemented by the State of Missouri, Division of Design & Construction. On July 30, 1999, the Division of Design & Construction prepared management task list for the JCCC redevelopment project. Top on the list was the task, **“Organize Task Force”**. By December of 1999, the newly formed Task Force, made up of approximately 24 members, was in the process of formulating the Evaluation of Values, Concepts and Priorities, a document that when coupled with the others listed below, would be the basis for the preparation of the Consensus Plan.

The events and activities that the Consensus Plan is based upon included:

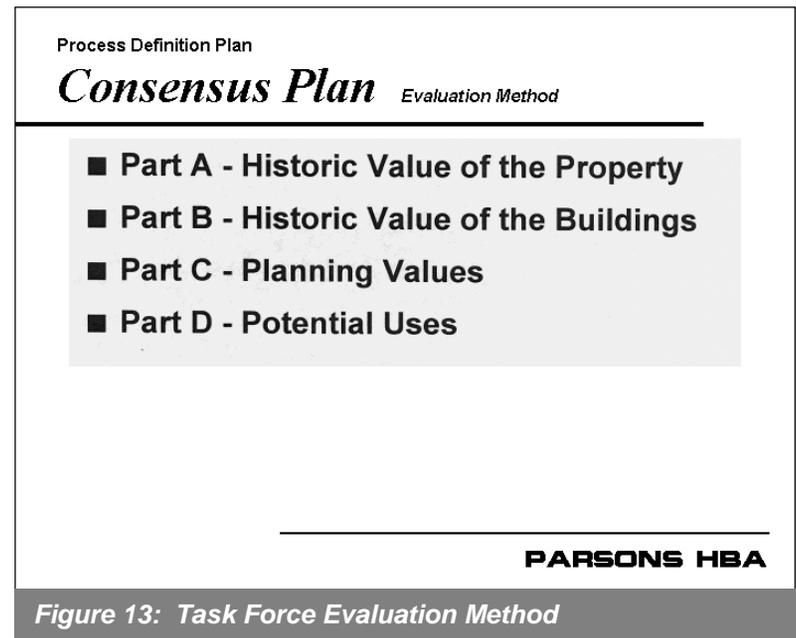
1. Evaluation of Values, Concepts and Priorities
2. The Design Charrette Process
3. Review and Input

Evaluation of Values, Concepts and Priorities

By February 2000 the Task Force had prepared an Evaluation of Values, Concepts and Priorities document for the redevelopment of JCCC. This process formalized the Task Force’s views on a wide range of subjects including:

1. Historic Value of the Property
2. Historic Value of the Buildings
3. Planning Values
4. Potential Uses

The following descriptions summarize the findings of the Task Force’s Evaluation of Values, Concepts and Priorities.



The Consensus Plan

Part A - Historic Value of the Property

Ranking of Options (E high, G low)

- E - Selected Buildings Inside the Walls
- F - A Limited Group of Buildings
- D - A portion of the Site Inside the Walls
- C - Everything Inside the Walls
- B - Everything Inside the Walls and a Few Other Buildings
- A - ALL of the 142 Acre Site and Buildings
- G - NONE of the 142 Acre Site and Buildings

Part B - Historic Value of the Buildings

The Top 10 Buildings with Historical Value

1. Housing Unit 4
2. Housing Unit 1
3. Housing Unit 3A & 3B
4. The Wall & Towers (Upper Yard)
5. Gas Chamber
6. Centennial Cells
7. I-Hall
8. The Wall & Towers (Lower Yard)
9. Shoe Factory
10. Potato House



Figure 14: Aerial View Looking West

The Consensus Plan

Part C - Planning Values

Rankings of Planning Values

1. Cost Effectiveness
2. Historic Preservation
3. Community Acceptance
4. Local Usability
5. Compatibility
6. Vistas
7. Tourism
8. Maximum Diversity
9. Recreation
10. Economic Impact
11. Long Term Flexibility
12. Open Space
13. Cost to Taxpayer

Part D - Potential Uses

Ranking in Order of Perceived Benefit

1. Riverfront Park
2. MSP Museum
3. Historic Sites
4. Access to Adrian's Island
5. Retail Shops
6. Park (Picnic Areas, Trails, etc.)
7. Performing Arts Center
8. Natural Green Space
9. Riverboat Landing Site



Figure 15: Aerial View Looking North

The Consensus Plan

Part D - Potential Uses (continued)

10. Other Museums
11. Federal Courthouse
12. Tourist Information Center
13. Hotel
14. Public Land - Open Spaces
15. Private Office Space
16. State Government Office Space
17. Green Ways Trail Connection
18. Outdoor Recreation Complex
19. Film Site or Studio
20. Amtrak Station
21. Exhibition Hall
22. Bed & Breakfast
23. Office Building Campus
24. Convention Center
25. Reserve Land for Future
26. Office for JC Chamber
27. Jail Conversion of Super-Max
28. Winery
29. Boat Slips
30. State Warehouse Facilities
31. 2nd Public High School
32. Youth Hostel
33. Duplex / Townhomes / Condominiums



Figure 16: Aerial View Looking East

The Consensus Plan

Part D - Potential Uses (continued)

34. Light Industrial
35. Convenience Stores
36. Affordable Housing
37. Homeless Center
38. Single Family Homes
39. Camping Sites for RV's

Potential Uses Proposed by Write-Ins to the Survey

- Science Center (River Theme)
- Entertainment District
- Training Facility (Fire, Law Enforcement, EMT)
- Restaurants
- Farmers Market
- Multiplex Movie Theaters



Figure 17: Aerial View Looking Southeast

The Consensus Plan

The Design Charrette Process

The Design Charrette process provided nine (9) distinct and different solutions for the redevelopment of JCCC. Rather than indicate winners or losers, each Charrette solution was evaluated for its Positive Design Elements. Those elements were identified and grouped by plan name and team name as shown below. Each Positive Design Element was identified as a concept that might enhance the development of the Consensus Plan. Each Charrette solution listed below contains several of the design principles that were considered by the planning team to be of value in the preparation of the Consensus Plan.

Positive Design Elements

RivEscap (The Shoe Team)

- Linkage to riverfront
- Historic District core site plan
- Community blend through vehicular circulation

PubTm (The Barrow Team)

- Federal Courthouse using Super Max
- Improved access at eastern half of the site
- Natural Preservation at eastern third of site
- Extensive Trails



Figure 18: Typical Design Submittal (The Shoe Team)

The Consensus Plan

Positive Design Elements (continued)

Redev (The Hat Team)

- Community integration
- Alignment of prominent features
- Strong land use zoning
- Multi-family
- Hotel/Villa complex
- Corner green space
- Strong site organization

RecyBldg (The Dog Team)

- Federal court house superblock
- Structure parking at quarry grade change
- Semi-pro baseball stadium

Legend (The Ship Team)

- Unique combination of community facilities (convention center / community center / botanic garden)
- Emerging architectural and site themes

TowLt (The Thimble Team)

- Preservation of Natural Area
- Development of a strong design theme



Figure 19: Typical Design Submittal (The Dog Team)

The Consensus Plan

Positive Design Elements (continued)

MoInst (The Iron Team)

- Enhanced roadway access between site and community
- Well defined land use zoning
- Urban space forms
- Site planning concepts
- Creation of quality spaces

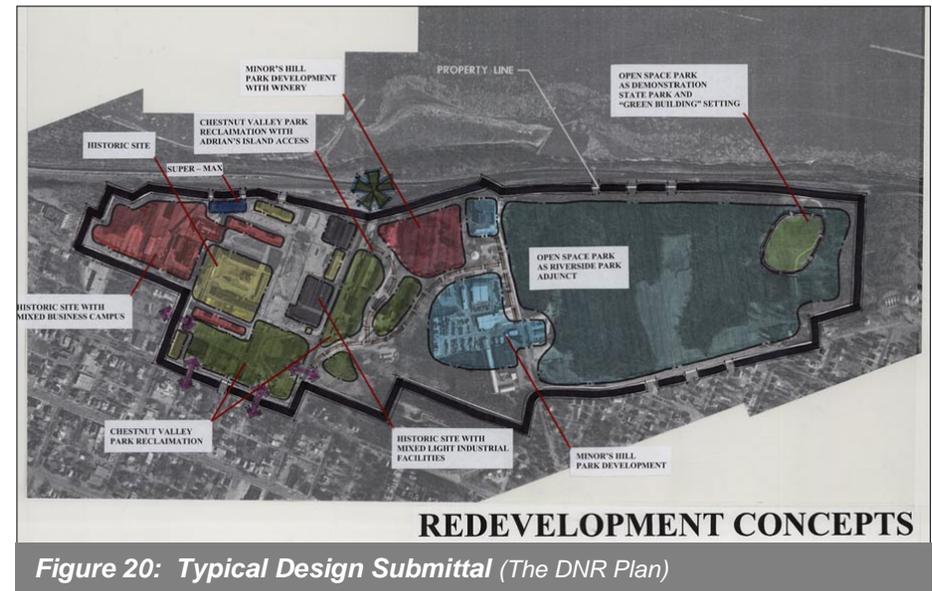
SiteZone (The Car Team)

- Good definition of museum district
- Connection between hotel / conference / restaurant
- Retain Building Facade at historic district
- Connection to river at core activity area

Although the Division Of Natural Resources did not participate in the design charrette process, DNR subsequently submitted a “design solution” for the JCCC site. The DNR plan was evaluated along with other charrette solutions and found to contained the following positive design elements:

DNR Plan

- Preservation of natural resources
- Recreation opportunities
- Educational and cultural facilities



The Consensus Plan

Review and Input

During the 100-day period in which the Consensus Plan was prepared, there were a total of 11 events in which design concepts were presented, reviewed, comments received and revisions made to the plan. Listed below are the events that guided the preparation of the Consensus Plan.

1. Task Force Workshop #1, August 24, 2000
2. Task Force Workshop #2, August 24, 2000
3. Oversight Committee Meeting, September 14, 2000
4. Task Force Workshop #3, September 21, 2000
5. Public Input Meeting, September 28, 2000
6. Task Force Workshop #3A, October 4, 2000
7. Task Force Workshop #3B, October 18, 2000
8. Planning Advisory Team Workshop, October 25, 2000
9. Task Force Workshop #4, November 1, 2000
10. Public Input Meeting, November 1, 2000
11. Joint Meeting-Oversight & Task Force, November 16, 2000

Each Task Force workshop event provided guidance in the preparation of the Consensus Plan. Material was presented and discussed until general agreement was reached with the members in attendance. Often, the plan was modified to address concerns offered by members of the Task Force.

Two public input meetings were conducted to solicit comment from the general public. Most concerns from the public centered around access to the site and the impact upon the surrounding neighborhoods. Again, the Consensus Plan was fine-tuned to reflect citizens' concerns while maintaining the integrity of the Consensus Plan.

A Planning Advisory Team workshop was conducted for the purpose of an independent review of the Consensus Plan process and product. Comments from this workshop helped to refine the scope and ultimate feasibility of the Consensus Plan. The Planning Advisory Team was composed of city planners, urban designers, architects, engineers, historians, economists and developers.



Figure 21: Planning Advisory Team Workshop

The Consensus Plan

The Planning Process

The Parsons HBA Project Team prepared the Consensus Plan based on site visits, cursory facility review, data collection and familiarity with the Jefferson City region. The primary basis of the design concepts contained in the Consensus Plan are stated on page CP – 1. The following diagrams are illustrative in nature and should not be construed as market endorsements or a statement of financial feasibility. This plan is intended to be the launch point of further study, analysis and public participation in the months ahead. Additionally, the Consensus Plan is intended to be as inclusive as possible, so as not to eliminate future development opportunities for the community. It is suggested that the broadest interpretation of land uses and program items be maintained until a Framework Plan is prepared. The chapter titled “The Planning Process” describes in more detail the future events associated with the preparation of the Framework Plan for the redevelopment of the Jefferson City Correctional Center.

The Consensus Plan Formulation

The Consensus Plan, as stated above, is a product of the Task Force’s efforts, the charrette design solutions and an iterative process of plan review and modification. The Parsons HBA team has prepared the Consensus Plan utilizing the following outline:

1. Community Impacts
2. Streetscape/Access Corridors
3. Land Use Designations

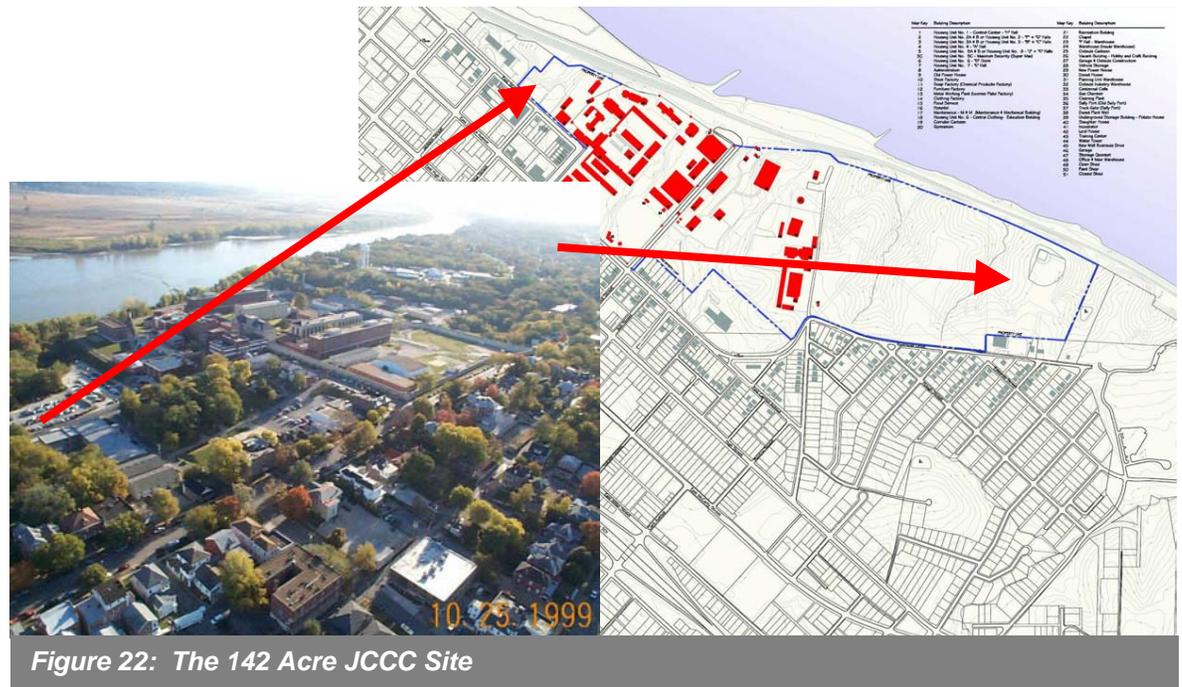


Figure 22: The 142 Acre JCCC Site

The Consensus Plan

Community Impacts

The redevelopment of the JCCC will have an impact on the surrounding neighborhood, downtown Jefferson City and the capitol complex. The Consensus Plan identifies this community fabric interface and the plan illustrates the necessity to provide linkages, corridors and gateways to the surrounding community.

Streetscape/Access Corridors

The JCCC site is connected to the neighborhoods, downtown and capitol complex through the existing street system. The street corridors offer a wide range of positive impacts on redevelopment potential. The streetscape/access corridors can offer utility corridors, traffic access, and a visually enhanced environment for pedestrians and motorists. Utility corridors and connections needed to serve the JCCC currently exist and will be maintained as the facilities are still in use. Future planning, programming and preparation of capital improvement budgets by the City of Jefferson, and other agencies should now anticipate

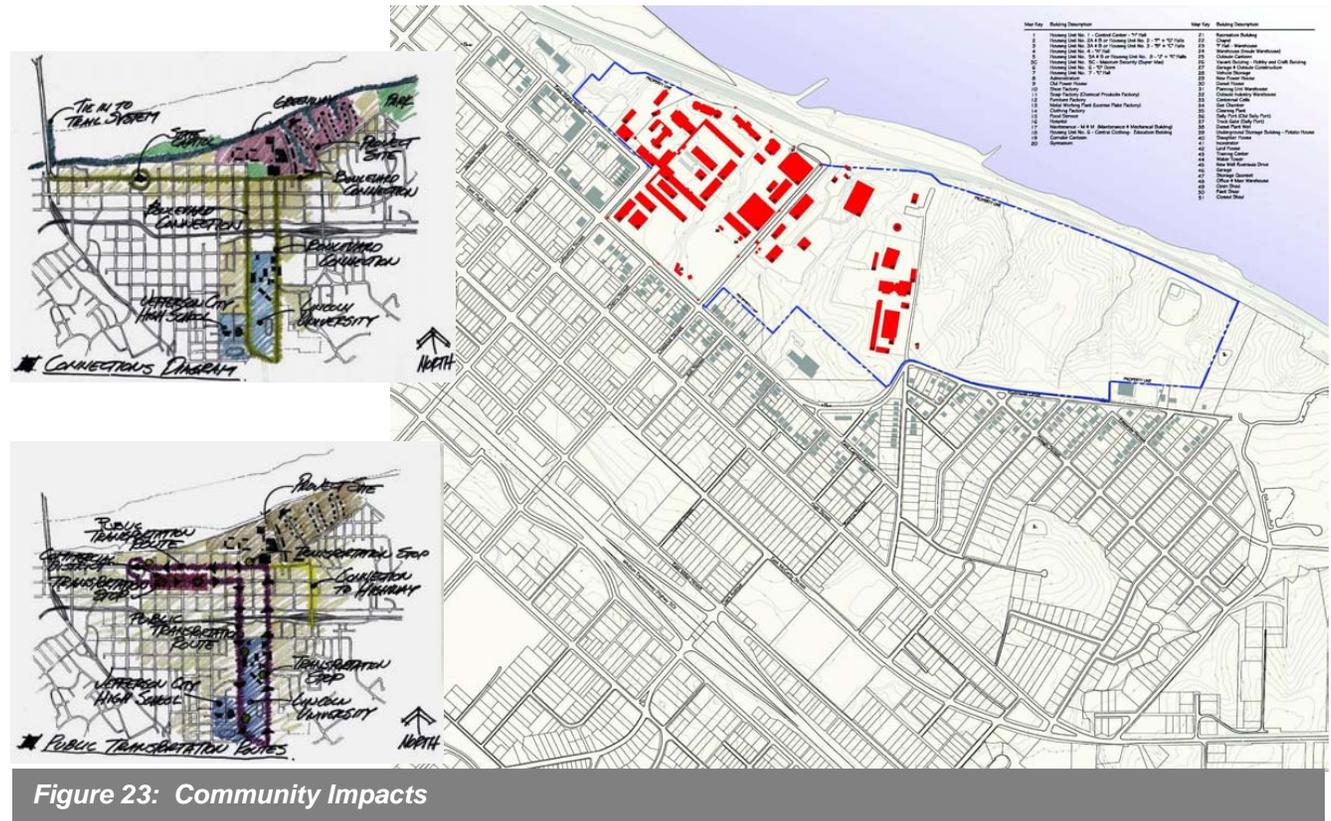


Figure 23: Community Impacts

The Consensus Plan

the future requirements of the JCCC redevelopment potential. Likewise, corridors to the site will need to be enhanced to provide adequate traffic access to and from the site. The Consensus Plan identifies this as a planning issue that will allow the city and other agencies time to properly plan for the necessary enhancements.

Vehicular access to the JCCC site will be one of the single most important factors in the successful redevelopment of this complex. Access to the neighborhoods, the other surrounding districts and the highway system must be direct, attractive and functional, and it must happen early in the development process. The Consensus Plan provides city, state and federal authorities with the challenge to address the site access issue early in the redevelopment process. While no specific solution is offered in the Consensus Plan, the early alert has been issued via this plan.

Aesthetic enhancements to the streetscape will also be critical to the successful redevelopment of JCCC. Enhancements to the public streetscape signals community support for private development as well as provides a positive, attractive setting for future employment centers. Streetscape linkages provide physical and visual connections to other community districts. Downtown Jefferson City streetscape improvements can be extended to the JCCC site providing continuity in signage, street tree plantings, site furniture, pavement types, cross walks and traffic control devices. Similar extensions of the streetscape to the capitol complex

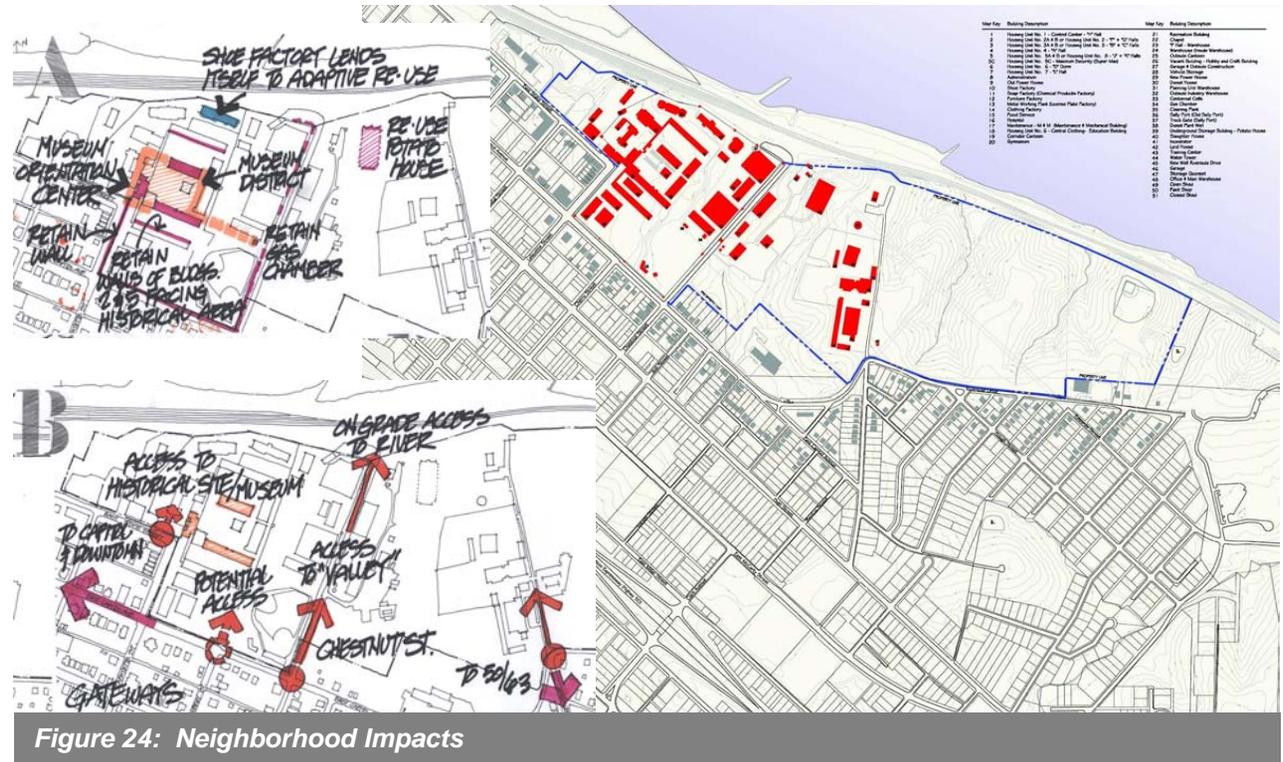


Figure 24: Neighborhood Impacts

The Consensus Plan

can link employment, business and entertainment centers one to the other through walkway connections, mass transit or individual vehicles via streetscapes that are well designed, functional and an incentive to development.

Other streetscape/access corridors that provide connection to the community include linkages to Lincoln University, U.S. Highway 50 and Ellis-Porter Park. These corridors will also provide numerous opportunities that will not only integrate the JCCC into the community but also upgrade conditions throughout the City of Jefferson.

Land Use Designations

Building on the materials generated by the Task Force, the Parsons HBA Team began the initial efforts in preparation of the Consensus Plan. The tasks involved in this activity included a program statement and the preparation of an illustrative site diagram.

The Program Statement was prepared utilizing the Task Forces' Evaluation of Values, Concepts and Priorities, grouping similar or functionally compatible elements together and separating non compatible uses one from the other. Several major land use titles formulated through the design charrette process were identified as representative of program items and design charrette solutions. These titles included:

- ❖ Judicial Center Area
- ❖ Historic Area
- ❖ Community Area
- ❖ Office Area
- ❖ Landing Area
- ❖ Entertainment Area
- ❖ Natural Resources Area

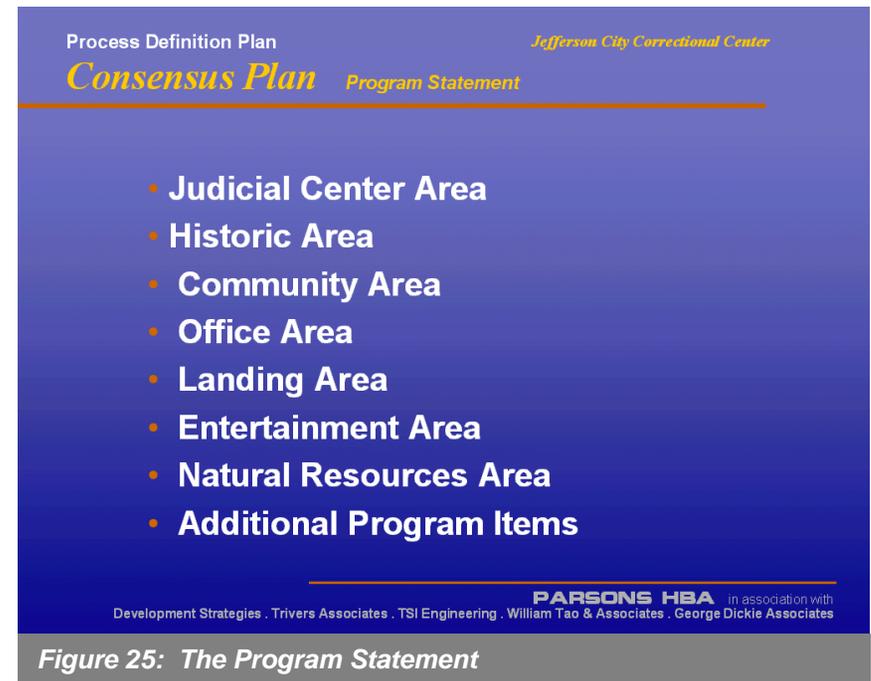


Figure 25: The Program Statement

The Consensus Plan

Program elements from the Task Force and the design charrette process were grouped and assigned under these titles. The resulting Program Statement was then reviewed with the Task Force, the public, the Oversight Committee, the Planning Advisory Team and Division of Design & Construction staff representatives. Once general consensus was reached on the Program Statement, an illustrative bubble diagram was created to indicate within the physical constraints how the land within the 142 acres of the JCCC site might ultimately be redeveloped. Three “bubble diagram” alternative solutions for the redevelopment of JCCC were formulated, discussed and modified with the aid of the Task Force, comment from the public and conformation from the Planning Advisory Committee. As a result of this process a Consensus Plan was formulated, a plan founded on two key principals:

1. There is a core group of buildings that must be retained, and
2. The site must have good, well defined vehicular access

The first assigned “land use” to the bubble diagram and subsequently to the Consensus Plan, was the establishment of a historic area. The second element applied to the site diagram was the indication of a parkway from the western beginning of the site, through what is now the prison wall, connecting in with East Capitol Avenue near Benton Street. Secondary access from Chestnut to the new parkway loops the area immediately east of the prisons’ east wall and ties into Riverside Drive. The exact locations of these roadways have not yet been determined; however, the concept of adequate vehicular access is generally accepted as a primary prerequisite for redevelopment. The following diagrams and descriptions illustrate the findings and consensus of the Task Force.

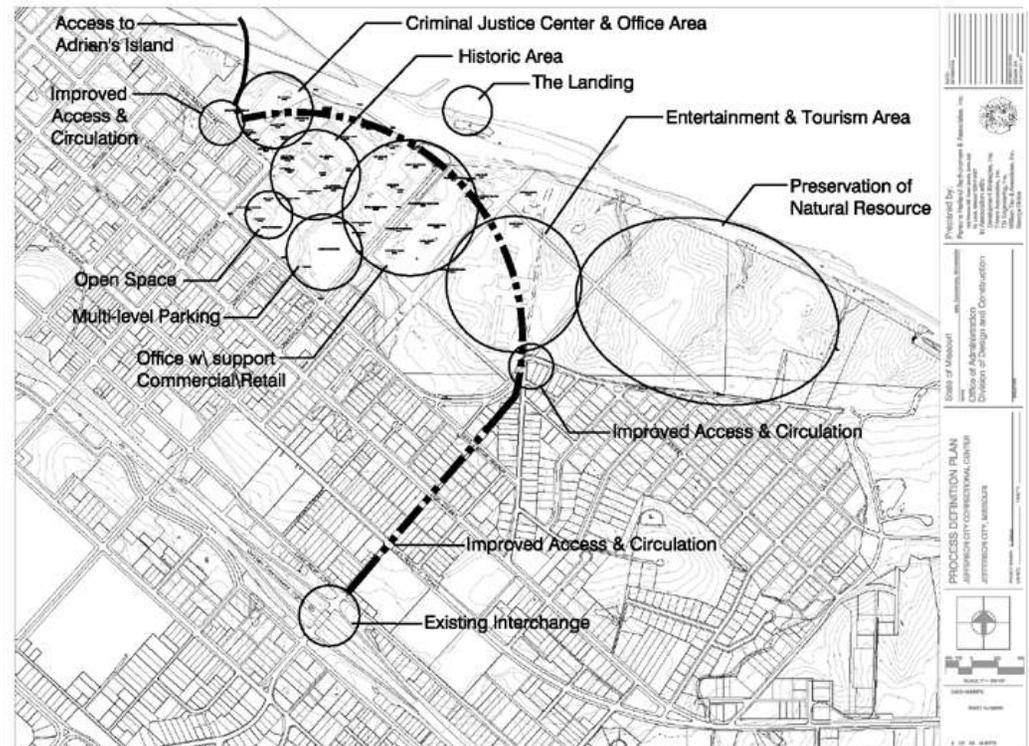


Figure 26: “Bubble Diagram”

The Consensus Plan

Judicial Center Area

The Judicial Center Area is located on the western end of the JCCC property and occupies area on both sides of the prison wall. The Judicial Area will be served by an extension of Marshall Street, which is also the proposed site parkway. The parkway, from East State Street curves to the west and intersects with the proposed extension of Lafayette Street. The existing prison walls on the east and south boundaries of this area are proposed to be eliminated. The proposed potential uses for this area include:

1. Federal Courthouse
2. Private Office Space
3. State Government Offices
4. Attorney General
5. Public Defender
6. State Legal Entities
7. State Corrections
8. Water Safety
9. Jail Conversion of Super-Max
10. Support Retail / Commercial
11. Parking
12. Pedestrian Linkages



Figure 28: The Judicial Center Area

The Consensus Plan

Historic Area

The Historic Area was by far the easiest area to identify and define on the Consensus Plan. This same area however, offers the greatest of challenges to retain, renovate and preserve the history of the area. While further study will be required to confirm the adaptive reuse potential of selected buildings, several structures have emerged as highly desirable for reuse in the Consensus Plan. These buildings form the core of the Historic Area and include housing units 1 through 5 and the gas chamber building. Potential uses for these existing historic structures and other uses include:

1. Historic Site
2. Prison Museum
3. Riverfront Park Linkage
4. Adaptive Reuse of Selected Buildings Inside The Walls
5. The Upper and Lower Walls
6. Support Retail / Commercial
7. Other Museums
8. Tourist Information Center
9. Film Site or Studio
10. Educational
11. Parking
12. Pedestrian Linkages



Figure 29: Historic Area

The Consensus Plan

Community Area

The Community Area is located immediately south of the historic district and occupies the sites currently known as the upper yard and the lower yard inside the prison wall. The historic wall with proposed selected “wall openings” and pedestrian promenades offer many opportunities to link the JCCC redevelopment into the neighborhood fabric. The physical location of the Community Area also provides a reasonable land use transition between the existing neighborhoods and the entertainment and office districts to the north and east.



Figure 30: Community Area

The Consensus Plan

Community Area (continued)

Activities appropriate for the Community Area include:

1. Riverfront Park Linkage
2. Pedestrian Linkages
3. Natural Green Space
4. Other Museums
5. Tourist Information Center
6. Chamber Office
7. Public Land Open Space
8. Greenway Trail Connection
9. Outdoor Recreation Complex
10. Youth Hostel
11. Community Center
12. Adaptive Reuse of the Upper and Lower Walls
13. Farmers Market
14. Parking Structure
15. Urban Plaza
16. Office Space
17. Amphitheater

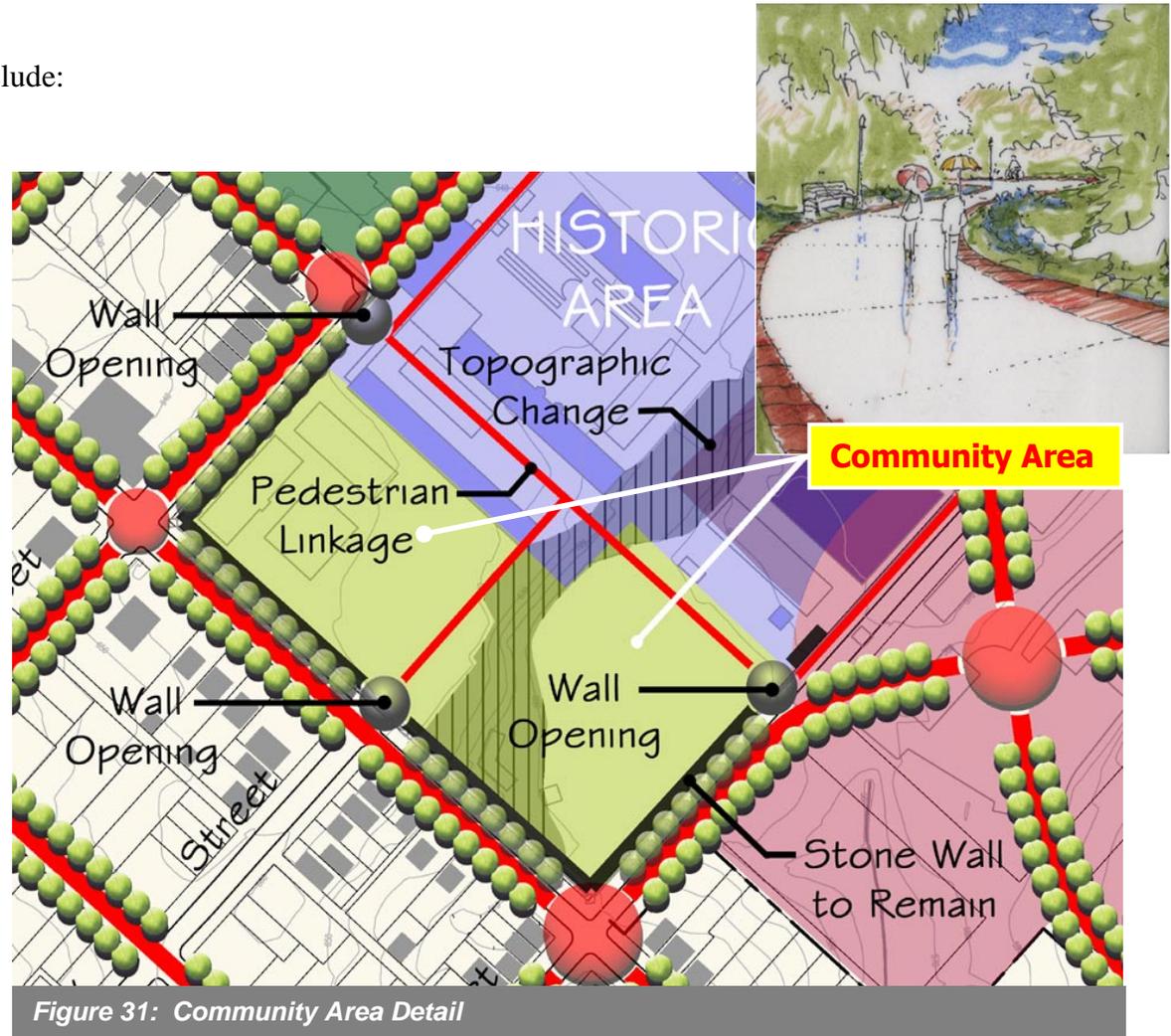


Figure 31: Community Area Detail

The Consensus Plan

Entertainment Area

The Entertainment Area is located north and east of the Historic Area. Priority within this area will be to investigate the potential adaptive reuse of several selected structures including the Shoe Factory, the Furniture Factory, the License Plate Factory and the Potato House. Potential uses for the adaptive reuse and new development in this area might include:

1. Support Tourism Retail Shops
2. Performing Arts Center
3. Hotel / Villas
4. Greenway Trail Connection
5. Exhibition Hall
6. Bed & Breakfast
7. Convention Center
8. Winery
9. Science Center
10. Restaurants
11. Brewery
12. Other Museums
13. Parking
14. Pedestrian Linkages

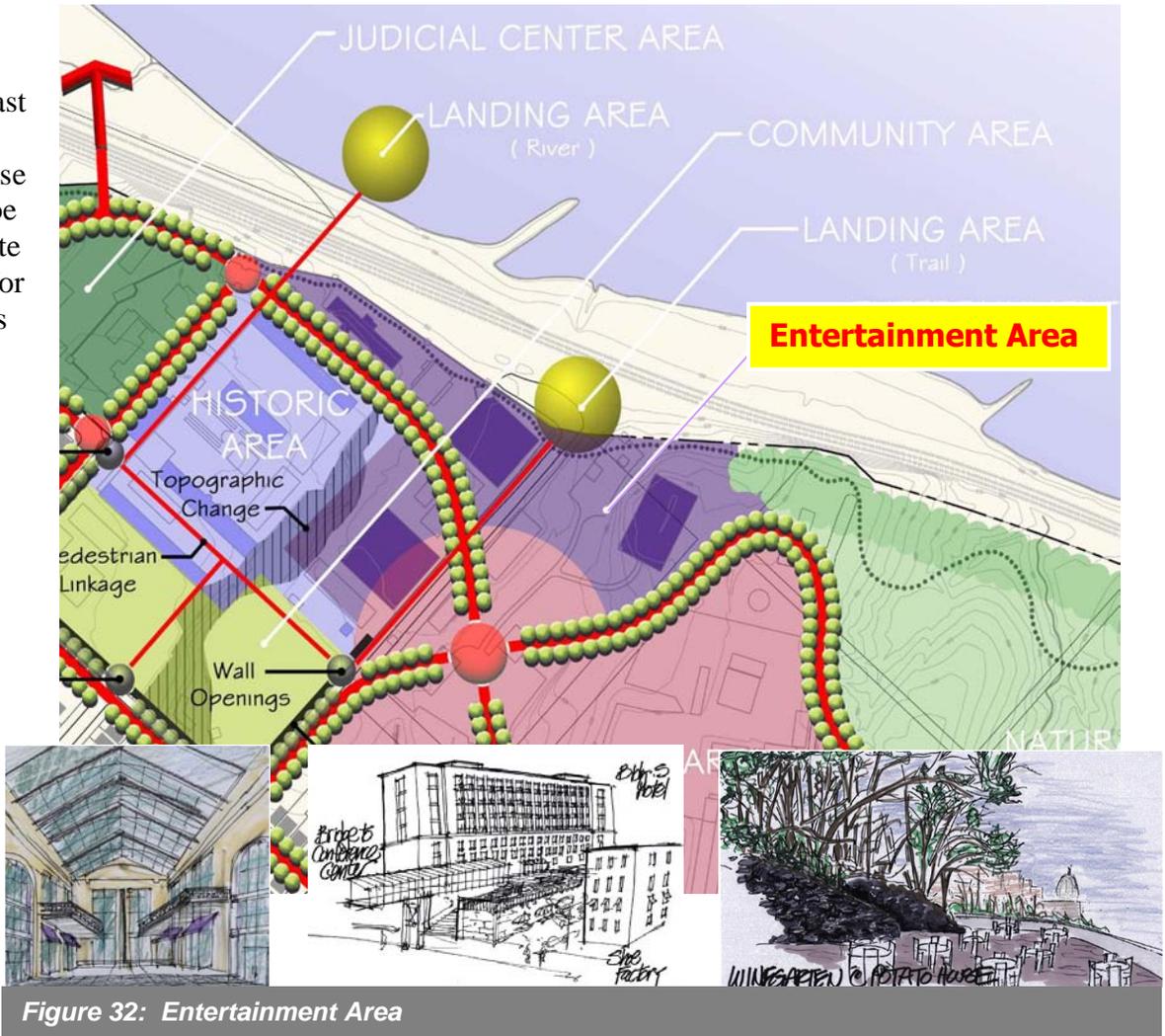


Figure 32: Entertainment Area

The Consensus Plan

Office Area

The majority of the Office Area is located outside the existing prison wall. The wall in this area will be ultimately removed so that the Historic, Entertainment and Community Areas will be in close proximity to the Office Area, thus developing a mixed-use synergy. The Office Area is at the cross roads of the propose parkways, providing this area with excellent vehicular and pedestrian access. With a large portion of this area outside the existing prison walls, new office development is not necessarily tied to the decommissioning schedule.

Development potentials within this area include:

1. Private Office Space
2. State Government Offices
3. Exhibition Hall
4. Office Building Campus
5. Support Commercial / Retail
6. State Warehouse
7. Light Industrial (State Support)
8. Archives
9. Maintenance
10. Back Office Space
11. Conference Center
12. General Office Space
13. Parking
14. Pedestrian Linkages

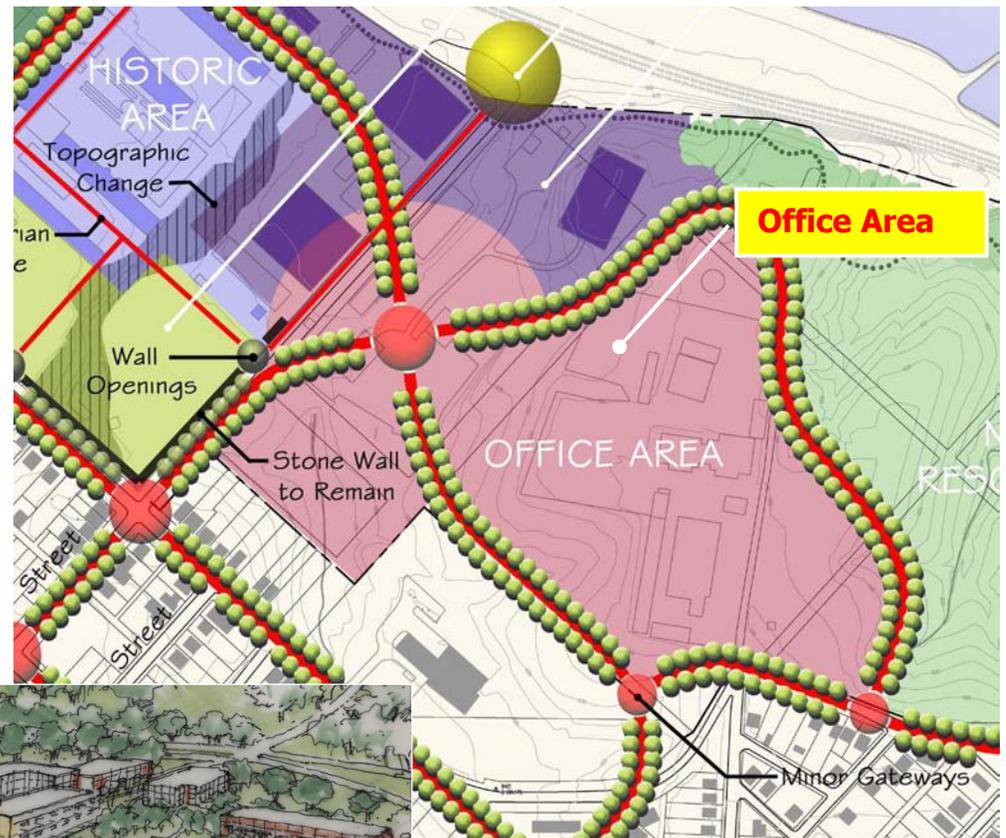


Figure 33: Office Area

The Consensus Plan

Landing Area (river & trail)

The Landing Area is composed of two sites, physically located on the north side of the JCCC redevelopment property. The west Landing Area (river) is located north of the intersection of extended Lafayette Street and the proposed parkway, the east Landing Area (trail) will be located at the existing terminus of Chestnut Street at the railroad tracks. The west landing will be accessible to the rivers' edge with pedestrian connections to the Historic and Entertainment Areas. From this vantage point visitors will have a dramatic view of the river and surrounding landmarks. The east landing area will serve as a multi-modal exchange, interfacing trails, roadways, rail, and pedestrian promenade connection to the Entertainment and Office Areas. The potential uses for this area include:

1. Excursion / Riverboat Landing
2. Observation Deck / Tower (Pedestrian Only)
3. Riverfront Commercial
4. Amtrak Station
5. Pedestrian Linkages

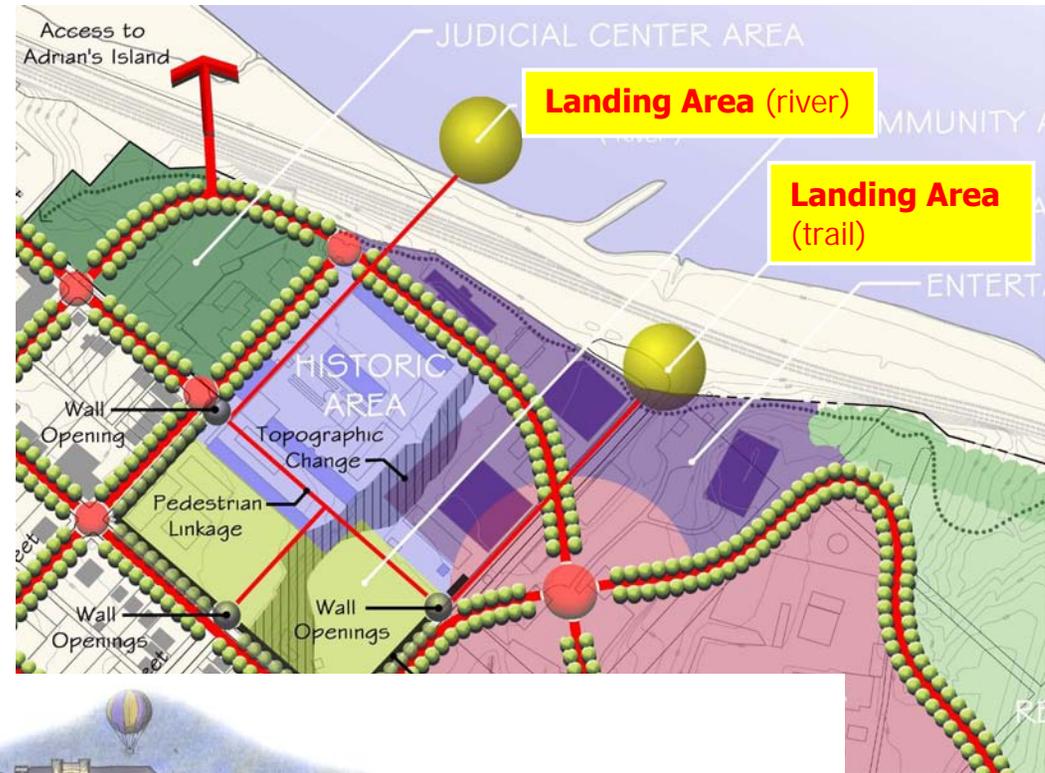


Figure 34: Landing Area (river & trail)

The Consensus Plan

Natural Resource Area

The Natural Resource Area is the single largest land mass in the Consensus Plan. Much of the states' resource on the eastern half of the 142 acres is mature woodlands offering spectacular views of the Missouri River and a unique habitat for native flora and fauna. Preservation of the natural resource this close to the capitol complex and Jefferson City's urban fabric is a high priority for the Task Force. Acceptable uses for this area include:

1. Riverfront Park
2. Active and Passive Recreation
3. Picnic Areas, Trails
4. Natural Green Space
5. Public Land Open Space
6. Greenway Trail Connection
7. Retreat Lodge
8. Botanical Gardens
9. Amphitheater
10. Walking / Biking Trails Linked to Community and KATY Trail
11. Parking
12. Pedestrian Linkages



Figure 35: Natural Resource Area

The Consensus Plan

Additional Program Items

Additional Items considered of value by the Task Force which should be considered for inclusion in the future planning of the JCCC site are:

1. Access to Adrian's Island
2. Link to Existing Transportation Network
3. Loop Roadway Through Site
4. Improve Circulation at Peripheral Roadways
5. Trolley / Bus Connection to Site
6. Streetscape Linkage to Lincoln University
7. Streetscape Linkage to Downtown & Capitol Complex
8. Streetscape Development of Critical Roadways
9. Pedestrian Circulation / Access
10. Pedestrian Entry Plaza Development
11. Pedestrian Linkage with Adjacent Development Areas
12. Wall and Towers
13. Wall Openings
14. Reserve Land For Future



Figure 36: Additional Program Items

The Consensus Plan

The Consensus Plan

The consensus plan was developed based on Task Force study efforts, the results of the design charrette process and the Parsons HBA team’s planning process. The seven general “land use” categories shown on the Consensus Plan indicate where certain activities should be allowed to develop. The 7 areas include:

- ❖ Judicial Center Area
- ❖ Historic Area
- ❖ Community Area
- ❖ Office Area
- ❖ Landing Area
- ❖ Entertainment Area
- ❖ Natural Resources Area

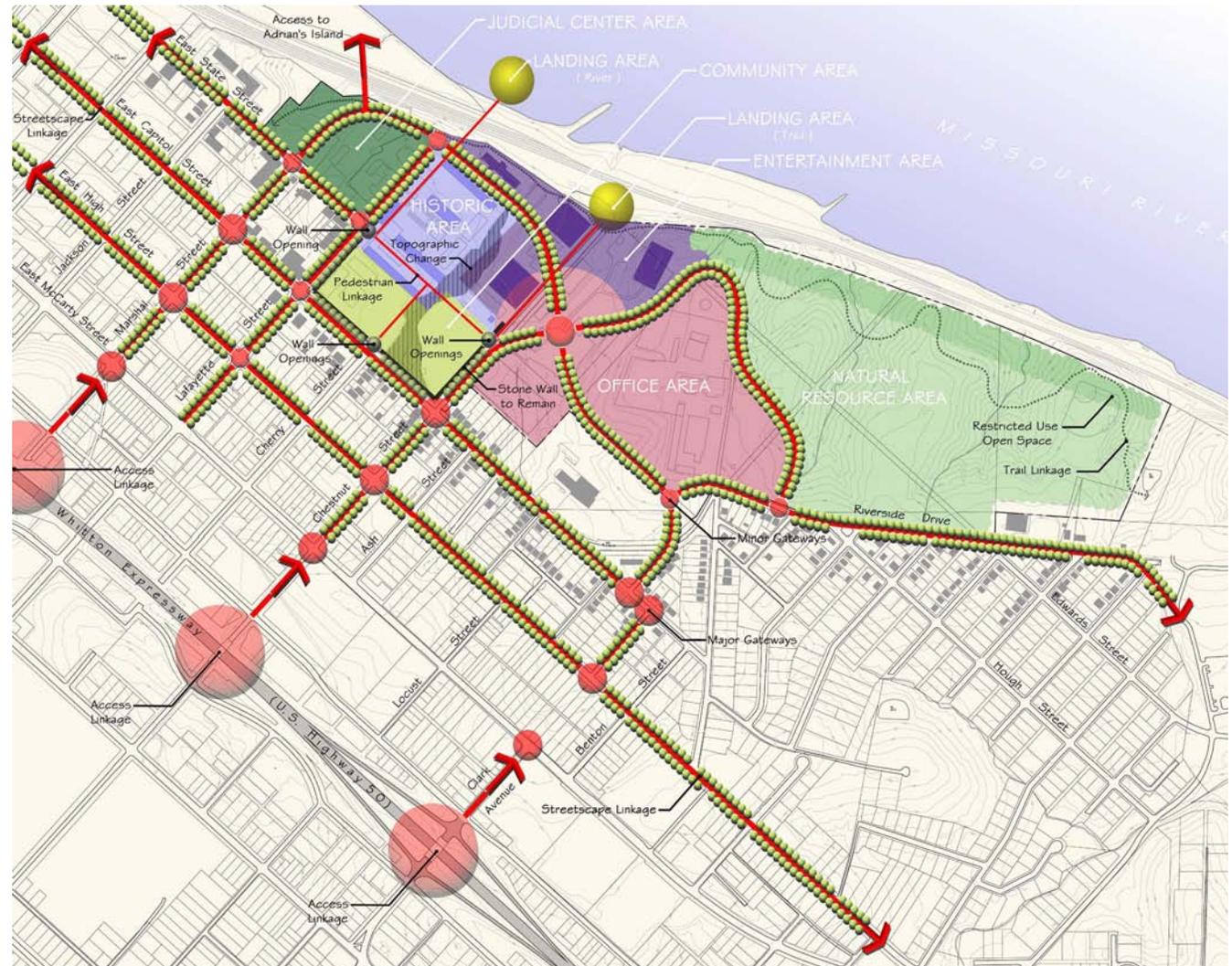


Figure 37: The Consensus Plan

The Planning Process

Introduction

The emergence and formulation of the redevelopment planning process for the Jefferson City Correctional Center (JCCC) began in July 1999 and will most likely continue for the next several years, while the redevelopment transitions from planning and design to implementation. The preparation of the Process Definition Plan represents the beginning of the planning activities and the formulation of the elements of the Framework Plan.

The Preamble

The planning process was started by the State of Missouri, Office of Administration, Division of Design & Construction on July 30, 1999 and progressed quickly to the formulation of an Oversight Committee and Task Force whose purpose for redevelopment stated that:

1. A new JCCC facility would be constructed
2. The existing facility is no longer needed as a correctional center
3. Planning of redevelopment is essential

Guided by a set of principles that continue (and will continue) to direct the planning process, the Task Force through the State of Missouri selected a planning team lead by Parsons HBA to assist in the planning of the redevelopment of the JCCC. The goals set forth included:

1. Support broad involvement and participation in redevelopment planning
2. Seek the highest and best use of the site
3. Address redevelopment costs and value of property

Jefferson City Correctional Center

Task Force Mission

- Identify possible uses and develop planning concepts for the redevelopment of the existing facilities and adjacent property.
- Evaluate and prioritize proposed uses for the existing facilities and adjacent property.
- Refine and graphically delineate those ideas and concepts through a Design Charette
- Guide the preparation of a Master Plan for the Redevelopment of the Jefferson City Correctional Center.

PARSONS HBA in association with
Development Strategies . Trivers Associates . TSI Engineering . William Tao & Associates . George Dickie Associates

Figure 38: Task Force Mission

The Planning Process

4. Prepare a consensus plan for redevelopment to provide the greatest benefit to all

The Process Definition Plan

The initial planning effort, titled the Process Definition Plan is composed of the following three components:

1. The description of an independent entity to guide and administer the redevelopment effort
2. The development of a consensus plan that combines the values of the Task Force with the positive design attributes contained in the design charrette solutions, and
3. The preparation of a methodology to continue the planning process after the initial plan is completed

The plan was started in late August 2000 and completed in 100 days with general consensus from the Oversight Committee, Task Force and citizens that participated in the public input sessions. The Process Definition Plan was presented to a joint meeting of the Oversight Committee and Task Force at a public forum on November 16, 2000.

The completion of the Process Definition Plan also marked the completion of the Task Force’s duties and responsibilities. Future direction, guidance and input will be channeled through the redevelopment entity.



Figure 39: Redevelopment Entity Organizational Chart

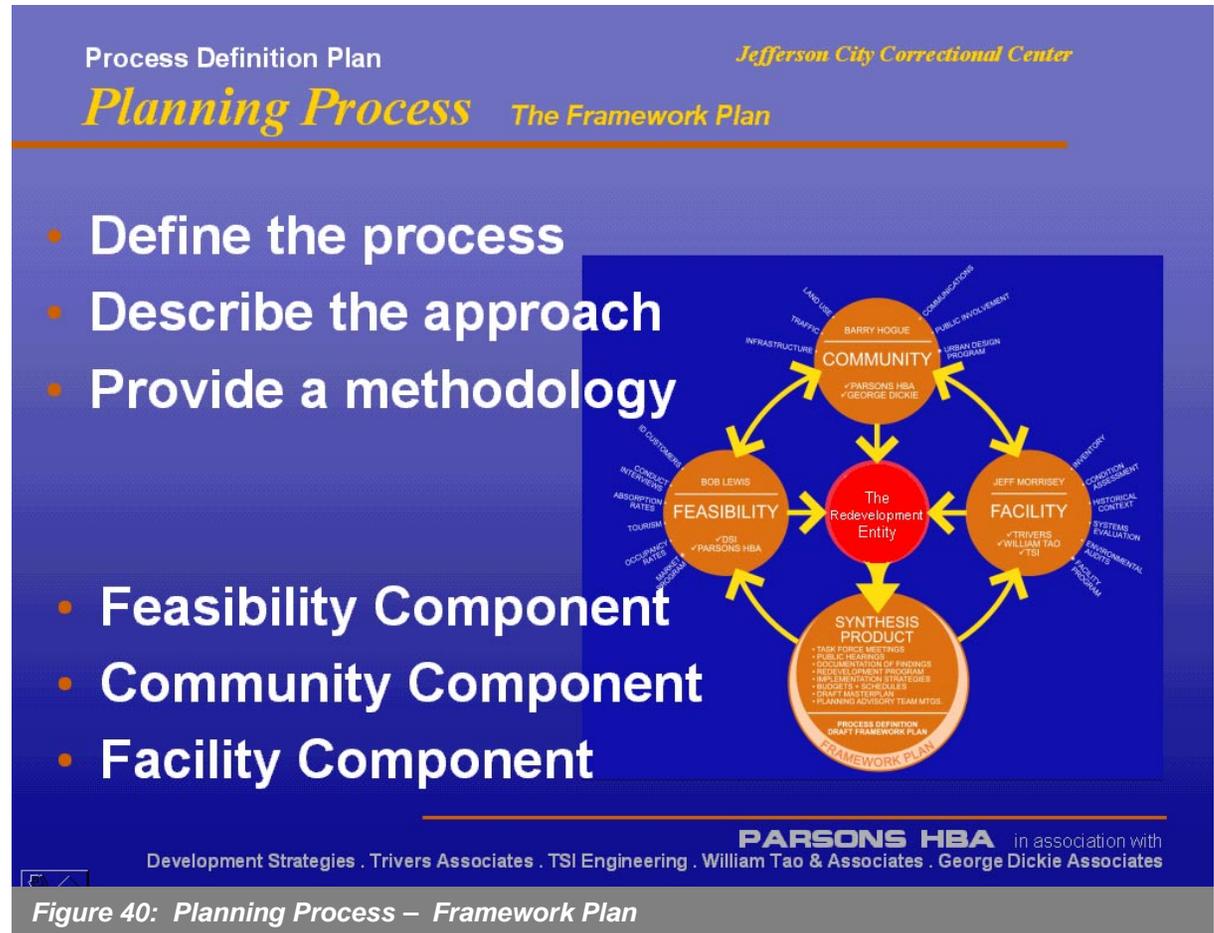
The Planning Process

The Framework Plan

As stated earlier, one of the purposes of the Process Definition Plan is to define the future planning activities subsequent to completion of this plan. To that end, the next planning process has been identified as the “Framework Plan”.

The Framework Plan components define the process and approach that will be required to complete the various planning tasks. The central component of the Framework Plan is the **redevelopment entity**, which will consist of:

1. An organization, responsible for oversight of the planning process
2. The planning management team (the State of Missouri, Division of Design & Construction) responsible for the technical oversight of the planning process
3. The planning team, the consulting team commissioned to prepare the technical, functional and creative solutions of The Framework Plan



The Planning Process

The redevelopment entity will take on the duties and responsibilities that have been previously assigned to the Task Force. As the complexity of the planning process and decision process increases, the oversight responsibilities of the redevelopment entity may be delegated to subcommittees and to the planning management team. A key task of the redevelopment entity will be the inclusion of the community in the preparation of the Framework Plan.

The planning management team responsibilities are envisioned as being completed by the Division of Design & Construction. Utilizing the resources and experience of the division, the planning management team will oversee the contract administration, planning schedule, implementation planning and will ensure that the Framework Plan is comprehensive in approach, scope and product.

The planning team will provide the methodology, technical expertise and creative skills to complete the Framework Plan while exploring the opportunities for implementation of the redevelopment plan. It is envisioned that the Framework Plan will be completed in three distinct but linked components. The first is the feasibility component.

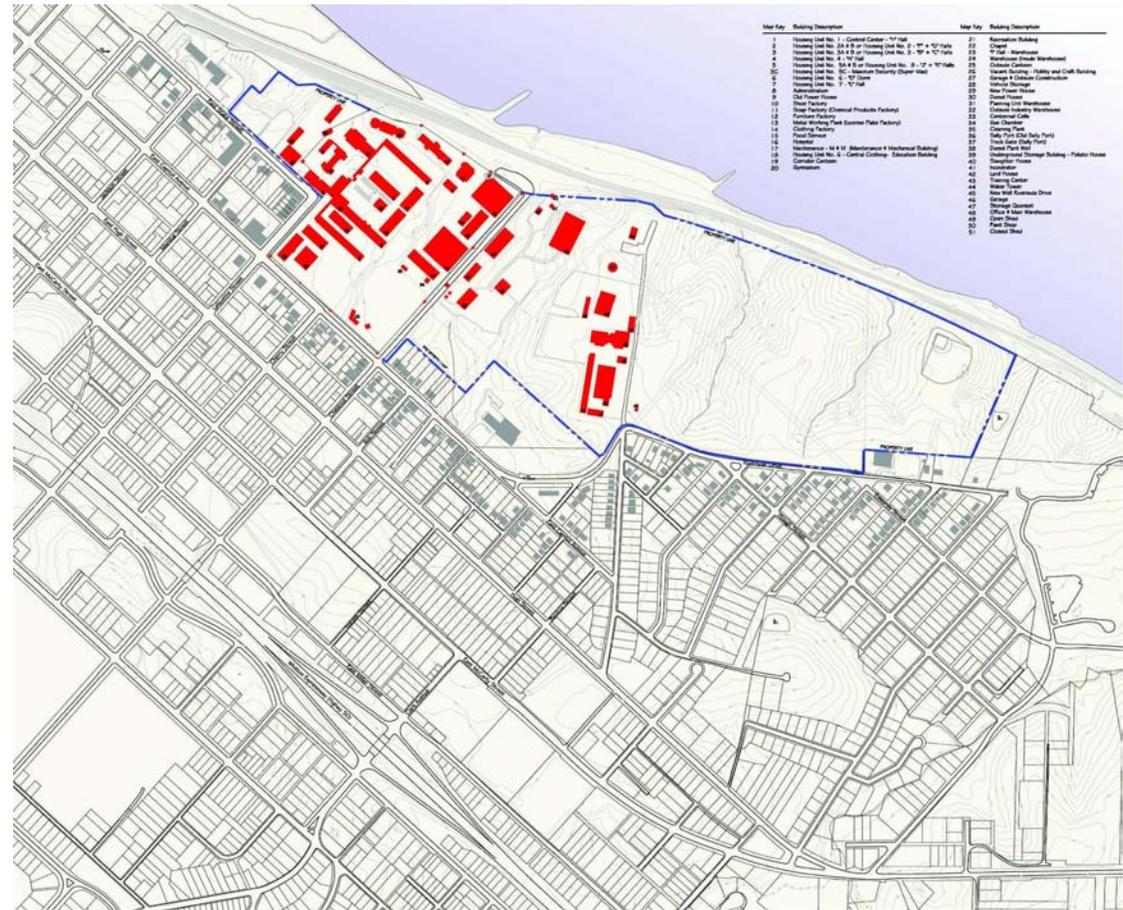


Figure 41: Existing Conditions Map

The Planning Process

Feasibility Component

The three objectives of the feasibility component of the Framework Plan include:

1. Identify market-based development opportunities
2. Evaluate economics of redevelopment
3. Assess public benefits through multiplier and fiscal impacts

In order to accomplish these objectives, the tasks below will lead to a preliminary market and program potential suitable for the Framework Plan. It is anticipated that greater detail and analysis will have to follow once general agreement has been reached on development possibilities and parameters.

1. Review, analyze, and summarize market support data
2. Prepare an economic analysis of the greater Jefferson City and mid-Missouri economy and an evaluation of the potential for "capturing" future economic changes and growth including means for doing so
3. Conduct interviews of key individuals and groups to explore development and implementation possibilities
4. Prepare a briefing paper that expands on the previous interim report on economic potentials, implementation options, and



Figure 42: Aerial View of the Site Looking West

The Planning Process

summarizes strengths, weaknesses, opportunities, and threats (SWOTs) across market niches

5. Determine a range of costs and revenues for redevelopment of the various use potentials
6. Determine prospective "gap" between costs and revenues and identify programs and incentives to close the gap
7. Prepare a briefing paper on potential economic and fiscal impacts coupled with prospective solutions for closing the financing "gap"



Map Key	Building Description	Map Key	Building Description
1	Housing Unit No. 1 - Control Center - 'H' Hall	21	Recreation Building
2	Housing Unit No. 2A & B or Housing Unit No. 2 - 'F' + 'G' Halls	22	Chapel
3	Housing Unit No. 3A & B or Housing Unit No. 3 - 'B' + 'C' Halls	23	'T' Hall - Warehouse
4	Housing Unit No. 4 - 'A' Hall	24	Warehouse (Inside Warehouse)
5	Housing Unit No. 5A & B or Housing Unit No. 5 - 'J' + 'K' Halls	25	Outside Canteen
5C	Housing Unit No. 5C - Maximum Security (Super Max)	26	Vacant Building - Hobby and Craft Building
6	Housing Unit No. 6 - 'D' Dorm	27	Garage & Outside Construction
7	Housing Unit No. 7 - 'L' Hall	28	Vehicle Storage
8	Administration	29	New Power House
9	Old Power House	30	Diesel House
10	Shoe Factory	31	Planning Unit Warehouse
11	Soap Factory (Chemical Products Factory)	32	Outside Industry Warehouse
12	Furniture Factory	33	Centennial Cells
13	Metal Working Plant (License Plate Factory)	34	Gas Chamber
14	Clothing Factory	35	Cleaning Plant
15	Food Service	36	Sally Port (Old Sally Port)
16	Hospital	37	Truck Gate (Sally Port)
17	Maintenance - M & M (Maintenance & Mechanical Building)	38	Diesel Plant Well
18	Housing Unit No. 6 - Central Clothing- Education Building	39	Underground Storage Building - Potato House
19	Corridor Canteen	40	Slaughter House
20	Gymnasium	41	Incinerator
		42	Land House
		43	Training Center
		44	Water Tower
		45	New Well Riverside Drive
		46	Garage
		47	Storage Quonset
		48	Office & Main Warehouse
		49	Open Shed
		50	Paint Shop
		51	Closed Shed

Figure 43: Existing Site Structures

The Planning Process

8. Draft recommended “first directions” report for economic development and implementation plus detailed steps for second phase of economic and implementation analysis

Community Component

The second primary element of the Framework Plan is the community component, which will achieve the following objectives:

1. Put the Framework Plan in neighborhood and community context
2. Facilitate public involvement and communications
3. Integrate land use, urban design, infrastructure and traffic planning principles into the plan

The tasks below will lead to a preliminary community and urban design plan program suitable for the Framework Plan. It is anticipated that greater detail and analysis will have to follow, once general agreement has been reached on development possibilities and parameters.

1. Prepare an inventory and analysis of community context and formulate public participation program
2. Review land use/development patterns/policies and infrastructure for incorporation into the plan
3. Design and set up web site for project status and input
4. Prepare a parks and recreation needs analysis as impacted by the plan
5. Identify and evaluate relationships between land uses within the study area and evaluate spatial, urban form, pedestrian and transportation links to and from the site
6. Evaluate urban landscape, districts, edges, cultural features and

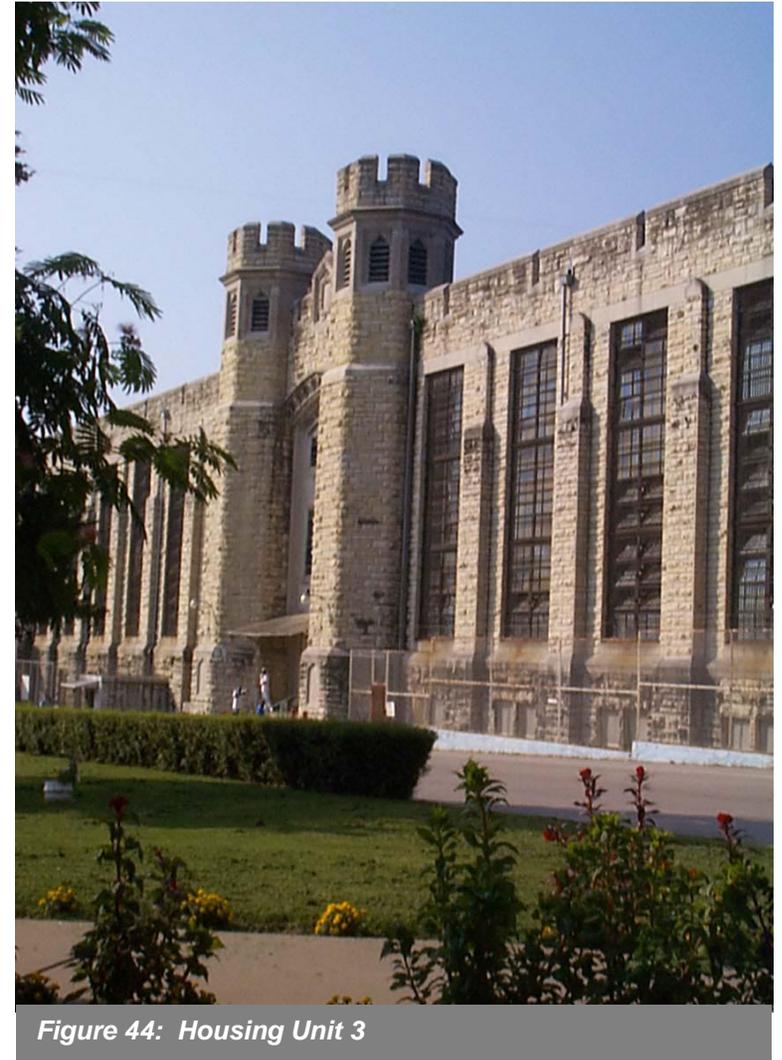


Figure 44: Housing Unit 3

The Planning Process

- examine viability, physical condition, compatibility among uses
7. Prepare technical memorandum summarizing existing conditions and policies influencing redevelopment potential along with an "opportunities and constraints" map illustrating those factors
 8. Prepare a concept formulation and program statement, sketch concept plan, preliminary site concept details and guidelines and concepts sketches to illustrate the vision of the project
 9. Prepare implementation recommendations, cost budgets and strategies for phased development

Facility Component

The final primary element of the Framework Plan is the facility component which includes site development, architecture & building systems.

The site development portion of the component will include:

1. Site inventory & analysis
2. General land and facility use analysis
3. Natural resource overview & analysis
4. Landscape, vegetation, topography & slope analysis, hydrology analysis
5. Urban design analysis, spatial analysis
6. Cultural resources of the site (identified and defined within other parts of this study, will be identified and mapped
7. A view shed analysis will be conducted to identify key and/or dramatic
8. Identify predominant architectural styles, themes and building materials



Figure 45: Potato House

The Planning Process

9. Review of site to identify park and recreation type resources and opportunities on the project site. This would include review of resources related to passive/natural areas and active recreation facility development
10. Prepare an existing conditions summary
11. Feasibility and program analysis
12. Concept formulation & program statement
13. Prepare rough order of magnitude “conceptual planning level” development cost estimates

The architecture & building systems (HVAC & structural) portion of this component will include:

1. A comprehensive evaluation of the existing JCCC structures which includes drawing recognition, establish backgrounds, walk through buildings, document findings, photo documentation, develop base building site plan, study and identify potential uses
2. Review architectural concepts, prepare evaluation and develop reuse concepts
3. Prepare a comprehensive plan that includes alternatives, preliminary costing, adaptive reuse recommendations
4. Review and document site utilities (electricity, steam, gas, chilled water)
5. Concept formulation & program statement
6. Prepare rough order of magnitude “conceptual planning level” development cost estimates



The Planning Process

Other Activities

The initial environmental activities associated with the Framework Plan include:

1. Review and evaluation of existing facilities and documents
2. Review of existing architectural and building systems
3. Phase I environmental site Assessment
4. Prepare preliminary Archeology studies and coordinate with state and federal agencies

Summary

The Framework Plan will provide the planning guidance for the redevelopment of the Jefferson City Correctional Center for years to come. As with any plan it will require frequent updates and modifications to reflect changing opportunities and market conditions. The initial planning of the Framework Plan should take approximately nine months to complete.